

# Child and Family Welfare

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Child and Family Welfare.)

Vol. X

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No. 3

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# Child and Family Welfare

Vol. X

OTTAWA, SEPTEMBER, 1934

No. 3

## THE LEAGUE AND CHILD WELFARE 1934

The executive director of the Council who has served since 1926, as assessor in Child Welfare to the Commission on the Protection of Women and Children of the League of Nations was enabled to attend the sittings again this year, and returned from Geneva, the day prior to the annual meeting of the Council. Reports on the work of the session and on other phases of welfare work abroad are now being prepared for the Board of Governors of the Council.

The Child Welfare Committee, this year, was presided over by Count Carton de Wiart, delegate (and Minister of Justice) of Belgium, with M. Enrique Gajardo, delegate of Chile, as Vice-Chairman. Other members of the Committee, included:

### GOVERNMENT DELEGATES.

Mr. S. W. Harris, of the Home Office, London, with his assistant Miss J. I. Wall, as substitute delegate, United Kingdom; Dr. Estrid Hein, Denmark; M. Martinez-Amador, Spain; His Excellency M. Regnault with M. Bourgois, substitute delegate and Mlle. Chaptal, technical adviser from France; Mrs. Subbarayan of Madras, representing the Government of India; Count Ugo Conti-Sinibaldi, and Princess Giustiniani-Bandini, assistant delegate, Italy; M. Yokoyama, with M. Munesuye, expert, M. Ishii, expert, and M. Isono, secretary, Japan; His Excellency M. Chodzko, Minister of Hygiene and Mme. Woytowicz-Grabinska, Commissioner of Public Welfare, substitute delegate, Poland; Princesse Cantacuzène, and His Excellency Professor Pella, Minister to Vienna, of Roumania; Djelal Hazim Bey, Turkey; and Dr. J. A. Bauza, Director of Hygiene, from Uruguay.

### OTHER ASSESSORS.

Mlle. Burniaux, of the International Federation of Trade Unions, Amsterdam; M. M. Caloyanni, International Association for the Promotion of Child Welfare, Paris; Mlle. Dalmazzo, International Union of Catholic Women's Leagues, Rome; Mlle. Gourd, International Women's Organisations, Geneva; Dr. René Sand, League of Red Cross Societies, Brussels; M. Tello, Pan-American Child Welfare Institute, Mexico; and Mme. Vajkai, "Save the Children" International Union, Budapest.

### LIAISON OFFICERS.

Mr. G. A. Johnston, International Labour Office, and Dr. René Sand, Health Organisation of the League of Nations.

### SECRETARIAT.

M. E. E. Ekstrand, Director of the Opium Traffic and Social Questions Sections of the League of Nations.

Unfortunately, the delegates of Germany and the United States were not in attendance at this Session.

## REPORT OF THE SECRETARY

After drawing attention to the changes that had occurred in the composition of the Committee, the Secretary announced that the International Boy Scout and Girl Guide Organisations had stated that, as a rule, the number of items on the Child Welfare Committee's agenda which come within its field of activity is too small to justify the presence of an expert at the Committee's sessions. It had accordingly decided not to be longer represented on the Committee by an Assessor. It had stated, however, that, should the Committee deal with a question with which the organisation is directly concerned, it would always be prepared to send a representative, if invited to do so.

The Child Welfare Committee learned with regret of this decision, but hoped that circumstances would allow Dame Katharine Furse, whose collaboration had been greatly appreciated, to attend from time to time.

The secretary informed the Committee, *inter alia*, that:

I. On May 22nd, 1933, the Council took note of the report on the work of the ninth session and approved the decisions contained therein concerning the offence of deserting the family, the discovery of blindness in children, the issue of abridged copies of birth certificates and the invitation to Governments to furnish annually a brief report on any developments of importance during recent years in their laws, regulations or administrative practice concerning the welfare of children and young people.

II. The Assembly (a) adopted a resolution instructing the Child Welfare Committee, in conjunction with the International Labour Office, to study, with a view to future practical action, the experiments made by certain countries in order to protect children and young people from the consequences of the economic depression and unemployment; (b) referring to the programme drawn up by the Child Welfare Committee at the time of its creation and adopted by the 1924 Assembly, and having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed, approved the conclusions of the said report, and asked the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a "documentation centre", a plan of work which would enable it to continue to the fullest extent the task contemplated at the time of its foundation.

### A. DESERTION OF FAMILY.

The delegate of Roumania informed the Committee that the documentary material which his Government had promised to collect on the offence of desertion of the family would be sent to the Secretariat before July 1st, 1934. The French delegation communicated to the Committee a document on French legislation in this matter.

The Committee requested the Secretariat to make a study of the documentary material from the different nations on this subject and to submit a report to the Committee at an early session. It was also decided that, in accordance with the resolution of the Assembly of 1933, the International Bureau for the Unification of Criminal Law should be requested to assist the Secretariat in its study of this material.

## B. BLIND CHILDREN.

The Committee decided that the documentary information collected on the methods employed for discovering the existence of blindness in children at the earliest possible age should be submitted to the Sub-Committee on Blind Children.

## C. ASSISTANCE TO INDIGENT FOREIGNERS.

The Secretary informed the Committee that the special Committee of Experts set up to study the problem of assistance to indigent foreigners, which met at Geneva from December 4th to 9th, 1933, prepared a draft multilateral Convention and also drew up recommendations relating to assistance to indigent foreigners. (The Council office has forwarded copies of this Convention to various agencies throughout Canada and has also been attempting to arrange a reciprocal transportation agreement among different agencies, public and private, in Canada, along similar lines.)

### REPORTS BY THE LIAISON OFFICER

#### 1. INTERNATIONAL LABOUR OFFICE.

The liaison officer submitted a report (document C.P.E. 431) regarding the adoption by the International Labour Conference of two draft Conventions were of special interest to the Committee because of the provisions they contain concerning the support of orphan children.

These draft Conventions relate to compulsory insurance for the benefit of widows and orphans. The liaison officer, in accordance with the Committee's wish, described the progress made in 1933 in the organisation of the system of family allowances. His report pointed out, in particular, the good results which this system has produced in France by reducing infantile mortality. The exchange of views following on his report related chiefly to the position of illegitimate children under social insurance laws.

#### 2. HEALTH ORGANISATION.

The Committee thanked the Health Organisation for the useful report which it had presented and took note of the importance of the work of visiting nurses and of social workers, which, in conjunction with family allowances, where they exist, had played a large part in diminishing still-births and infantile mortality.

The Canadian representative, upon request, reported on the substantial reductions effected in Canada, in maternal and infant mortality especially through the system of county health units in Quebec, and through the home nursing services of the Victorian Order of Nurses. She was asked to report particularly on this subject during the next year.

#### 3. INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

After an exchange of views, the Committee decided to make a thorough examination of the questions which were raised at its meeting last year—viz., the organisation of special cinema performances for children and the question of recreational films. It asked the Agenda Sub-Committee to include these subjects in the programme for the next session.

In the meantime, the Committee instructed the Social Section to collect from the members and assessors of the Child Welfare Committee as complete information as possible on these questions and to ask them for suggestions as to the future development of the work. (The Council office is undertaking to circularize Canadian groups on this subject.)

The Committee expressed its interest in the report drawn up by the Committee on Educational Research of the Payne Fund (New York), and thanked Mr. Charters, who had been engaged on this report and was present at the meeting, for his review of its findings.

The Committee noted with particular interest the representations of the delegate of India on the special importance of the cinema in countries such as her own, where illiteracy prevailed to a great extent, and also the great importance attached by Indian women to its proper control, particularly in the interests of children.

Finally, the Committee asked its members to take action to ensure the necessary ratifications and adhesions to the International Convention on the Circulation of Educational Films, through which 19 countries have already agreed to grant free customs entry to pictures, classified as educational by the Institute. Canada is not yet a signatory.

#### ROLE OF THE SECRETARIAT AS A DOCUMENTATION AND INFORMATION CENTRE

The function of the League of Nations in acting as a documentation and information centre on child welfare questions is an important one and has already been partially undertaken, but it requires organising on a fuller and more methodical basis.

The Committee is the permanent body dealing with child welfare which is most fitted to act as a documentation and information bureau, because it is a body composed of representatives appointed by the Governments and keeps in touch with the different appropriate administrations in each country. Moreover, being a League organ, the Committee has the benefit of the connections and authority of the League of Nations. It is therefore particularly well placed to centralise and distribute the documentation which its official and international character enables it to collect. It should record the progress achieved, new methods adopted, and the results obtained, and should enable any country to profit by the experience of others. Without overlapping the work of other existing organisations, but in collaboration with them, it should initiate and distribute their studies, and, in the replies which it gives to requests for information, it should co-ordinate the information supplied by these organisations.

The development of the service will depend on the development of recognised requirements of documentation to which it will be subordinated and with which it will keep pace. The work will expand gradually as circumstances require.

As a conclusion to its discussions, the Child Welfare Committee unanimously adopted the following resolution :

"The Child Welfare Committee,

"Having regard to the fact that the Assembly has recognised the desirability of developing the activities of the Committee as a centre of documentation and information in matters relating to



child welfare, and referring to the resolution which the Assembly adopted on October 11th, 1933;\*

"Emphasising the value of the contribution which the League of Nations would thus make in regard to social questions;

"Being of opinion that the Social Section of the Secretariat of the League of Nations can do particularly useful work as a centre of documentation and information for questions concerning child welfare :

"Requests the Secretariat :

"I. To collect and keep up to date as complete a documentation as possible on all such questions, this documentation mainly consisting of :

"(1) Legislation of the different countries (laws, decrees, ordinances, regulations);

"(2) Information on institutions and organisations, whether of an official character or formed by private initiative;

"(3) Information on the activities of international bodies;

"(4) Bibliographical material;

"The Social Section will pursue its activities in co-operation with the International Labour Office and the other organs of the League of Nations, together with the existing centres of international documentation;

"II. Furthermore, to take the necessary steps to render this information easily accessible to all those whom it may interest;

"Requests the Council to invite the Assembly to place the necessary credits at the disposal of the Secretary-General with a view to the organisation of this centre of documentation and information."

The Secretariat should begin, within the limits of the means placed at its disposal, to develop its activity as a centre of documentation and of information, in establishing, especially, a plan for the classification of the documentation which it is going to receive on the principal changes in laws, regulations and decrees concerning child welfare.

Several delegates drew the Committee's attention to the fact that a number of national or international child welfare bureaux already possessed a classification service, and that it would be useful if the Secretariat were acquainted with the plan adopted for these classifications and with the heads under which the information obtained was placed. Among these are the Pan-American Child Welfare Institute (Montevideo) the International Association for the Promotion of Child Welfare (Brussels), the Canadian Council on Child and Family Welfare (Ottawa),

\* "The Assembly,

"Referring to the programme drawn up by the Child Welfare Committee at the time of its creation, and adopted by the 1924 Assembly;

"Having taken note of the report presented to it by the Advisory Commission for the Protection and Welfare of Children and Young People, and fully appreciating the work already performed:

"Approves the conclusions of the said report, and asks the Child Welfare Committee to submit to it, if possible during its next session, more particularly in regard to the work of its secretariat as a "documentation centre", a plan of work which will enable it to continue to the fullest extent the task contemplated at the time of its foundation".

the Children's Bureau of the United States (Washington) and the Office national d'Hygiène sociale (Paris).

The Committee unanimously agreed, as an immediate initial step, that an effort should be made by the Secretariat to collect any existing systems of subject-heading references in this field and to correlate these into a tentative international classification for submission to the members of the Committee prior to the meeting of 1935.

## THE EFFECTS OF ECONOMIC DEPRESSION AND UNEMPLOYMENT UPON CHILDREN AND YOUNG PEOPLE

### I. CHILDREN.

In pursuance of the first resolution of the Fifth Committee adopted by the Assembly of the League of Nations at its meeting on October 10th, 1933, the Child Welfare Committee considered the reports submitted to it by the delegates of Belgium (document C.P.E. 443), Denmark (document C.P.E. 441), the United States of America (document C.P.E. 438), France (document C.P.E. 458), the United Kingdom (document C.P.E. 437), Italy (document C.P.E. 455), Poland (documents C.P.E. 449 and C.P.E. 449 Annex), Roumania (document C.P.E. 442); by the liaison officer of the International Labour Office (document C.P.E. 436); by the representatives of the International Women's Organisations (document C.P.E. 465), the International Organisation of Boy Scouts and Girl Guides, the International Union of Catholic Women's Leagues, the Canadian Council on Child and Family Welfare, and the "Save the Children" International Union (document C.P.E. 440).

As the Committee had been unable to obtain much information from Eastern countries before this session, the delegate of India gave some account of the position in her country in the light of her personal knowledge of the conditions.

The Committee took account of the disastrous effects of the depression upon children and young people, and recognised that the position of children in many agricultural areas affected by the depression is as serious as in industrial centres (lack of clothing, under-nutrition, lack of nursery schools, children's clubs, etc.), because welfare services in such areas are less developed. Special attention was called to this fact as it is not always recognised.

As regards the physical health of children, it appeared from information furnished to the Committee that, thanks to the development of the various public health services since the war, no marked increase in sickness or in the death-rate has yet been observed, in spite of the prevailing hardships; nevertheless, the lowered vitality of the children and weakened resistance to seasonal complaints reveal a predisposition to tuberculosis, rickets, etc. Such being the case, the reductions which a number of countries are making in their public health budgets under the pressure of financial difficulties may well lead to serious results. Where family relief measures prove inadequate, increased provision of school meals and an additional supply of milk have proved of special value.

The Committee directed its attention to the serious character of the psychological effects produced by the depression upon children—viz., the atmosphere of strain and discouragement in the family (which is inevitable in homes suffering from unemployment), the lack of parental

authority and control, and also the position created by the child's complete dependence upon public or private charity for the satisfaction of its primary requirements.

There is special value in the use of nursery schools or of recreation centres or of reading-rooms in enabling children and young people to spend part of their day away from a home where the atmosphere is depressed by unemployment or by the effects of the economic crisis, and provision of such facilities may well relieve the tension in such homes.

The Committee recognised the danger which may threaten both the unity of the family and the influence of the home when their most important functions are lacking from the inability of the parents to contribute to the requirements of their children. The only means of ensuring that the family remains a well-balanced unit is to place the parents in a position to provide for their children.

It would appear that the guiding principles which should be observed in meeting the difficult situation in the homes of the unemployed and of those in distressed circumstances are:

- (a) That the unity of the family and of the home should be safeguarded;
- (b) That provision should be made to enable the children to receive the necessary material care and to give them some relief from the depressing atmosphere to which privation inevitably leads;
- (c) That the methods adopted should not be such as to undermine the child's self-respect.

## II. UNEMPLOYED YOUNG PEOPLE.

Following the discussion which took place at the Child Welfare Committee's session in April 1933 on the subject of the resolution adopted by the thirteenth Assembly of the League of Nations with regard to the effects upon children of the economic depression and unemployment, the Child Welfare Committee introduced into its report to the Council a passage emphasising the fact that :

"The growth of unemployment was steadily aggravating the moral dangers to which young unemployed persons, above all, are exposed."

The Committee learned with keen satisfaction that the International Labour Office had placed the question of unemployment among young people on the agenda of the 1935 Labour Conference and was preparing a report based upon the most careful investigations; and it hopes that the International Labour Office will take into account the observations made in the report of the Committee at its present session.

The Committee also took cognisance of the study made by the Council of the Inter-Parliamentary Union at its Conference on April 9th, 1933, and drew attention to the fact noted by that body "that the most difficult part of the problem consists, not so much in providing the material assistance to which unemployed young people are entitled, as in finding them useful practical work".

The Committee considered that it ought to give wide publicity to such information as has reached it, particularly with regard to measures reported to it as deserving special recommendation, more especially as the reports sent to the Secretariat by various countries and by voluntary

organisations deal with this question in considerable detail and describe certain measures which are already in force.

All the replies received stated that the enforced idleness of young people who have left school presents grave dangers from both the moral and social points of view. Young people who have no regular occupation and lead a life without work are painfully aware of their uselessness to society and easily fall into apathy or come under subversive influences which are a danger to social order.

Among the measures recommended to obviate such dangers, mention must be made, in the first place, of methods of lessening the overcrowding of the labour market by the presence of a large number of young people seeking work. It should be borne in mind more especially that the abolition of child labour which has been brought about in the United States by the National Recovery Administration lays down in principle an age-limit of 16 for full-time employment; this measure is to be applied throughout American industry. It is suggested that the International Labour Office should take note of the experiments made in this connection at the International Labour Conference in 1935.

A measure which has already been applied or considered by a large number of countries in the same connection and which is deserving of special mention is the extension of the school-age. As the real effects of the enforced idleness of young people only make themselves felt when the latter leave school, the effect of the American Labour Codes is to keep young people aged from 14 to 16 still at school instead of leaving them free to begin work and congest the labour market. The Italian Government has enacted a law extending the age of compulsory school attendance from 12 to 14.

As in certain countries the extension of the school-age upward might meet with financial difficulties, it was felt that it might be worth examining the possibility of extending the pre-school period (kindergarten, infant schools) by one year, a procedure which in many cases would have the additional advantage of being better suited to the weaker constitution and slower development of children during the economic depression.

It was felt that facilities granted to the families of the unemployed for the purpose of their return to rural areas might also help to reduce the number of unemployed young people. The results achieved in this matter by the Italian Government (foundation of new rural communities at Littoria and Mussolinia in reclaimed areas of the Romagna, colonisation of Cyrenaica, etc.) are worthy of the closest attention. The work being done by the Brazilian Government and Roumanian charitable organisations along these lines also calls for special mention, as well as *Coin de terre* leagues and workmen's allotments.

Similarly, the development of the movement for providing allotments for the unemployed (Germany, France, Poland, United Kingdom, etc.) and the foundation of suburban colonies (*Randsiedlungen*), consisting of houses surrounded by small kitchen-gardens (Denmark, Germany), for the families of the unemployed, would be an extremely valuable means of finding work for young people while at the same time representing material assistance on a not inconsiderable scale.

The remedies recommended above are only indirect means of assisting unemployed young people. In the matter of direct assistance, consideration must be given to the means unanimously recommended in



all the replies received—viz., *work*—which was felt to be the only really satisfactory form of assistance to young people exposed to enforced idleness.

#### CORRECTIVE PLANS.

In order to be effective, this measure must be applied before the effect of the depression is felt. The value of voluntary civic service of various kinds was emphasised by several delegates. At present it is to be met with in Poland, the Netherlands, Denmark, the United States, etc., in the form of voluntary labour camps. In spite of the novelty of this idea, the results hitherto obtained are considered by these countries to be worthy of attention.

In the majority of the countries where they have been introduced, the voluntary labour camps are organised and directed by voluntary associations specially set up for the purpose and subsidised by the authorities. Those in charge of such camps are recruited from among the younger intellectuals, which does something to reduce the unemployment from which that class is also suffering.

All the replies bring out the great value of the charitable organisations created by the young people themselves with the assistance of the authorities or private associations, such as boys' clubs (England), children's clubs (Poland), the young people's organisations (Belgium, Netherlands), etc. Such organisations ensure that the young people enjoy the possibility of developing mentally, morally and physically, and provide them with healthy amusements.

Vocational guidance services and continuation courses have been instituted in almost all the countries which have supplied particulars to the Secretariat. The reports give the impression, however, that there is a certain lack of system and foresight; and system is necessary in the organisation of such instruction, which, as a general rule, does not appeal very strongly to unemployed young people. The Japanese system, in which close contact is established between the official employment and vocational guidance offices on the one hand and the competent school and communal authorities on the other, apparently gives excellent results, particularly in the case of children who have completed their compulsory education in the elementary schools, and, above all, when these offices continue their supervision even after employment has been found for the children. In the same connection, attention might also be drawn to the social services attached to the employment exchanges in England (Juvenile Advisory Committees).

It must not be forgotten that a vocational guidance service should give consideration in the first place to possible outlets. In view, moreover, of the extreme instability of the labour market, it should also be considered whether it is wise to encourage young people to learn a given trade or whether it might not be preferable to give them a general training which fits them for a wider range of occupations and makes it much easier for them to change from one to another. In these circumstances, it would seem necessary to make an enquiry into possible methods of organising the general training in question.

All the replies hitherto received from the various countries reveal remarkable unanimity as to general principles, though not in regard to minor details of application. There appears to be agreement as to the fundamental principles which must govern the campaign against the enforced idleness of young people and as to the measures to be applied in order to ward off this serious menace.

## SUMMARY OF SUGGESTIONS.

Amongst others, these measures are :

- (1) The abolition of child labour;
- (2) The adoption of compulsory school attendance for primary education where this measure is not yet in force and, in countries where it exists, the extension of the period of compulsory school attendance :
  - (a) By the addition of one or several classes to the primary schools;
  - (b) By supplementary vocational courses;
  - (c) By the extension of the period of attendance at nursery schools;
- (3) By the systematic transfer of unemployed families to rural areas (internal colonisation);
- (4) The institution of workers' allotments and suburban colonies;
- (5) Voluntary civic service in labour camps;
- (6) Voluntary organisations created by the young people themselves;
- (7) Vocational guidance and employment bureaux;
- (8) Technical training of a generalised character.

There are, however, many special features in some countries, such as those in the East, which would make some of the points to which the Committee has drawn attention inapplicable to present conditions, and therefore the suggestions require modification in their application in these countries.

According to the information received, unemployment has a demoralising effect. This fact increases the importance of measures of assistance and welfare for the benefit of minors in moral danger.

While expressing its admiration for the very valuable work of voluntary organisations, the Committee concurred in the opinion expressed by the representatives of the International Association for the Promotion of Child Welfare, who considered that it is only by close co-operation between public authorities and private enterprise and by the systematic co-ordination and organisation of the efforts now being made in various quarters that the rising generation of the world can be saved from the dangers which threaten the youth of to-day.

The Committee was anxious that the Secretariat should continue in co-operation with the International Labour Office to obtain information as to the experiments now being made in various countries with a view to counteracting the disastrous effects of the depression upon children and young people and to submit to it at its next session a summary of the information received during the year.

The Committee wished to call the attention of Governments to the desirability of action in regard to relief measures on the widest possible scale, and, with that object in view, adopted the following resolution :

"The Child Welfare Committee, disturbed as to the consequences involved by unemployment and the economic depression for children and young people, refers to the resolution, proposed by the Turkish delegation and endorsed by the French delegation, which was adopted by the Assembly on October 5th, 1932, in the following form :

" 'Profoundly moved by the sufferings imposed on millions of children in all countries as a result of persistent and widespread unemployment;

" 'Alarmed by the physical and moral harm done to these children, which recalls the disastrous conditions prevailing in several countries during the first years after the war;

" 'Struck by the gravity of the consequences which may result from the point of view of the future of the human race;

" 'Fully conscious of the obligations arising out of the Geneva Declaration approved by the League at its fifth Assembly :

" 'The thirteenth Assembly strongly urges all States, Members of the League, to redouble their efforts to assist, both through their public authorities and through private associations, those children who are suffering most from the effects of the economic crisis.'

"In view of the gravity of the present situation, the Committee, viewing with anxiety the distress in which unfortunate children are living, makes a pressing appeal to all child welfare organisations and asks them to take urgent action at an early date to seek means of affording material protection for thousands of children whose normal development is threatened as a result of the economic depression and unemployment."

#### INSTITUTIONS FOR ERRING AND DELINQUENT MINORS

The Committee had before it material from forty countries on institutions for erring and delinquent minors, which had been classified by the Secretariat in conjunction with a Sub-Committee. Mme. Woytowicz had, arising out of this work, made a valuable résumé of the replies from these countries and had been assisted in part of this work by two collaborators, Miss Wall and M. Maus. The Committee expressed its appreciation and thanks for the help which the Sub-Committee had given it; it paid a tribute to the Secretariat for the valuable documentation which it had collected and classified. A short general discussion took place, but at too late a stage for it to be possible for the question to be exhaustively treated. The Committee decided to defer detailed consideration of the report and to deal fully with the question at its next session. It requested Mme. Woytowicz to be Rapporteur and to prepare a report on the conclusions to be drawn from the document, and this she kindly consented to do.

In connection with the discussion of this question, the Uruguayan delegate, Dr. Bauza, informed the Committee that his country had just adopted a complete code for the protection of children and that a special ministry had been created for child welfare.

(The Council office is now engaged on a summary of this report which will be printed in a subsequent issue of "Child and Family Welfare.")

#### PLACING OF CHILDREN IN FAMILIES

With a view to amplifying the material in its possession on the subject of the placing of children in institutions, the Committee decided to make a study of the various methods of placing children of every class,

over 3 years of age, in families. It approved a draft questionnaire for the purpose of obtaining the initial material for this study and on a similar system in force in the United States of America and certain British dominions and expressed the desire that the Secretariat might be authorised to supplement—by enquiry on the spot, if necessary—any information it may receive in reply to the questionnaire. The Canadian assessor, with the representative of Great Britain and of Poland was a member of the Committee entrusted with the drafting of this projected study.

#### VISITING NURSES AND SOCIAL WORKERS

On examining the questionnaire mentioned in the previous paragraph, the Committee came once more to the conclusion that visiting nurses and social workers were useful agents in preserving the health and life of the mother and child and also in giving them moral protection. With a view to obtaining full information as to the part played by visiting nurses and social workers, the Committee instructed the Secretariat to request the three organisations (International Council of Nurses, International Catholic Union for Social Service, International Committee for Social Service Schools) which had previously submitted reports on the subject to bring their material up to date. It asked Mlle. Chaptal to make, for a later session, a summary of the material thus obtained and to submit it to the Committee in a concise form, so as to facilitate and guide the discussions.

#### CHILDREN IN MORAL AND SOCIAL DANGER

The Committee noted the final report submitted by Mlle. Chaptal on the enquiry she had conducted in seven countries concerning children in moral and social danger. These countries were: United Kingdom, Canada, Denmark, France, Germany, Italy and the United States of America.

The enquiries were conducted during the period 1929-1932; as since then changes had occurred in the law or administration of certain countries, the documentary material collected by Mlle. Chaptal in the course of her enquiries was brought up to date with the assistance of the Government delegates of the countries visited or of those Governments themselves.

Mlle. Chaptal has now prepared a clear and concise summary of this great quantity of documentation which gives the main characteristics of the laws, of institutions for preventive and rescue work, and of institutions for mentally defective children in the countries she has visited. This has now been made available in book form and may be ordered from the League or the Council office.

The Committee will meet in Geneva on April 25, 1935.

C.W.



## ONTARIO'S NEW MINISTER OF PUBLIC WELFARE

Thirty years ago a small child of four in the city of Moscow, Russia, now elevated to Cabinet rank as the first of his race and faith to be so advanced in Canada, David A. Croll, Ontario's new Minister of Public Welfare is one of the youngest men ever to hold a portfolio in the Dominion. The tale partakes somewhat of the romance of Dick Whittington, or of those leaders of industry and finance whom the last century developed from the immigrant lads in the ships that docked on the new world's shores. Directly from Moscow the Croll family came to Windsor, Ontario, with David Arnold, the present Minister, and his two smaller brothers, Leo and Sam. Here, he attended the public schools, and sold papers, before and after school, operating a portable shoe-shine "on the side," in an endeavour to aid in the family's modest budget, stretched to meet growing needs. Through public school and collegiate he passed, attempted to enlist at 17 in the flying corps, was turned down, and in 1918, the next year, with a friend, acquired a newstand near the Windsor Detroit ferry. The next ten years were boom years for the Border Cities, with thousands of commuters crossing the river daily, so with the 'stand' providing the income, the ambitious young collegiate student entered the law office of the city solicitor, as a student, reading law there until 1921 when he entered Osgoode Hall. In Toronto, he was articled to Mr. Justice Hughes, now of the Supreme Court of Canada, and Thomas Agar, K.C. Graduating in 1925, he entered the office of Frank Wilson, K.C., the representative of Windsor in the provincial legislature, which may have had its part in whetting the young law graduate's ambition to seek a similar part.

Opening his own firm in 1927, Mr. Croll had already associated himself as the energetic secretary with the Essex West Liberal Association, and within three years, was in a "rough and tumble" fight with four competitors for the Mayoralty of Windsor. Since then, he has served continuously as chief magistrate of the city, and in June, was elected as its provincial representative.

As Mayor of Windsor, Mr. Croll had been continuously before the public of the Province, as an energetic advocate of various phases of municipal reorganization and it was, therefore, no surprise to learn that the new premier had placed him in charge of a new portfolio of Municipal Affairs. And since relief and welfare responsibilities represent a great but seriously neglected aspect of the functions of municipal government in Canada, it seemed only logical that the portfolio of Public Welfare should be entrusted to the same Minister.

By natural aptitude, by hard but cheery personal experience, and by energetic association with municipal responsibilities, Mr. Croll should prove intimately familiar with most phases of the problems of child protection, community welfare and relief in which he will be called upon to give leadership in Ontario, at this time. As an honorary officer of the Provincial Legion, as a Shriner, and a member of several fraternal groups, Mr. Croll has also been associated with voluntary effort in this field, while as the happy father of a family of three little girls, presided over by a mother who is a graduate of the University of Michigan and a former teacher, he cannot but be concerned with the finer values and deeper contributions for which humanity under strain and pressure must today turn to the community's social services. Added to this, is the fact which every social worker will attest, that traditionally, the Jewish

people have been foremost in organization of their community resources for their confreres in need of any kind, and that in Windsor, Mr. Croll has been an officer of his congregation and is still active in his synagogue.

Social workers in Ontario anticipate continued energetic and sympathetic direction of this important Department under its new Minister, who brings such a vivid and colourful background to his new task.

# MATERNAL AND CHILD HYGIENE



## SOCIALIZED MEDICINE IN ALBERTA.

The Legislative Commission appointed in Alberta in March 1932 on the subject of state medicine and health insurance has presented its final report. The reference of the Commission was to make recommendations as to the best method of making adequate medical and

health services available to all the people of Alberta and reporting as to the financial arrangements which would be required to provide them on an actuarial basis.

The Commission consisted of the Honourable George Hoadley, Minister of Health for Alberta, the Honourable Mrs. Irene Parlby, Minister without Portfolio in the Alberta Government and, C. Pattinson, Edson; Dr. W. A. Atkinson, Edmonton; G. E. Cruickshank, Hillcrest; A. P. Mitchell, Millet; R. Henning, Fort Saskatchewan and W. G. Farquharson, Provost.

The Commission has defined the three major terms which are dealt with in its report as follows,—

### "Medical Services:

"Medical services," "Health services," and "medical facilities" mean all the sciences and arts, institutions and devices, founded on a sound, acceptable, scientific basis, that have for their purpose the prevention and cure of disease.

### "State Medicine:

"State Medicine" means a system of medical administration by which the state provides medical services for the entire population, and under which all practitioners are employed, directed and paid by the state on a salary basis.

### "State Health Insurance:

"State Health Insurance" means a system of state insurance for health purposes. Under a system of health insurance a non profit earning, state-supervised organization administers a fund, provided through regular periodic contributions, for the mutual provision of medical services for the beneficiaries included under the system."

The report then concerns itself with five lines of inquiry,

- "(1) What would constitute a reasonably adequate medical and health service for the people of Alberta?
- (2) To what extent are the medical and allied services existing in this Province adequate?
- (3) To what extent are existing health facilities available?
- (4) What is the best method of making adequate medical services available to all the people of Alberta?
- (5) How can such a method or scheme be financed?

In the first chapter the Commission submits its opinion that in a relatively sparsely settled area such as Alberta it is neither possible nor practicable to supply all the medical needs of all the people themselves. It therefore outlines what might be considered an adequate service for the area where the population would seem to warrant this development and leaves this type of service as the ultimate objective for every area when its expansion justifies.

The Commission stresses the necessity of considering medical services from the point of view both of quality and quantity and emphasizes the necessity of high standards of training and at least one year of post-graduate work preparatory to a licensing examination in the art of medicine as well as examinations at five year intervals to determine whether the physician is keeping in touch with recent developments in his profession. The close safeguarding of the certification of specialists is urged, but also such course of study as will equip the general practitioner to provide all ordinary medical and surgical services except those that require long practice for special information and technique.

#### STANDARDS SUGGESTED.

Examining the number of people per practitioner unit whether that unit be medical, dental or nursing and the number of persons per hospital bed, the Commission sets forth certain standards which it considers should be adequate for Alberta. These ratios suggest as adequate one physician to each one thousand of the population; one dentist to each two thousand persons; one nurse to each five hundred of the population and a minimum of one hospital bed for every three hundred persons with the more efficient unit, one bed for every two hundred and fifty persons.

Physicians for surgical practice in Alberta in 1932 numbered 567, whereas the above ratio on a population of 740,000 people would call for 740 physicians.

There are 226 dentists practicing in Alberta,—a ratio of 1 to 3,274 of the population so that 370 dentists would be required to meet the adequate ratio adopted by the Commission.

There are 673 Registered Nurses in the province although there are some 1,000 graduates. This would provide one nurse to 740 of the population whereas the adequate ratio set up by the Commission calls for one to 500 persons. For some unexplained reason the minimum number of nurses required is not included in the report, but applying this ratio it would work out to 1,480.

The last survey made in the province revealed 3,373 hospital beds available excluding infant beds or beds in non-approved hospitals. Applying the adequate ratio of 250 persons per bed it is evident that the hospitalization in Alberta is 413 beds in excess of the present population requirements or that some 103,250 more population could be accommodated with present facilities.

The report records also that from such information as is available the number of druggists practicing in the province would appear to be adequate. Summarizing this section of the report the Commission points out that existing services are not being utilized because they are not within the individual resources of the province while 35% to 40% of all hospital accounts are not collectable and 50% to 75% of all medical accounts are not being collected.



The commission comes to the conclusion,—

"It is the opinion of your Commission that adequate medical services will never be available to all the people of Alberta until income-earners, through a system of compulsory contribution, contribute a monthly sum sufficient to provide adequate medical services for all the people of the Province."

#### WAYS AND MEANS.

The Commission goes on to examine methods of making these services available to all the people of the province and wisely prefaces this chapter of its report with the statement,—

"The fundamental factor requisite for the success of any scheme is the participation of a number large enough to spread the risk so that the premiums received may be adequate to provide for the current expenditures and to provide a reserve fund for emergent situations.

Any fund that is set up must be regarded as a community or state trust fund. Unreasonable and unnecessary demands on the part of those participating and the giving of unnecessary services on the part of those administering will destroy any scheme."

The Commission also points out that health insurance can provide for a specified period only bearing a direct ratio to the individual's contributions and that consequently it cannot be regarded as a scheme to care for the cost of accumulated chronic cases and that this will call for separate health insurance and invalidity funds.

The basis of contribution the report points out must include the individual who is to receive the services, the employer and the state, while the medical care of the employees and those without income must be regarded as a charge on the collective funds of any plan and should be provided in any such scheme.

The Commission suggests that an ideal scheme should provide for 5/9 of the payment from the employee, 2/9 from the employer and 2/9 from the state; from employers and owner-workers 7/9 for the individual and 2/9 for the state. The rural schemes should be carried 7/9 by the municipality and 2/9 by the state. (Though the report does not say so, apparently "the state" is regarded as the provincial unit and consequently it would appear that the rural scheme is contemplated as being carried entirely by taxation 7/9 locally and 2/9 provincially).

The report does not specify benefits in cash, but defines as a complete programme a service including general and specialized medical services, hospitalization, dental service, medicines and surgical appliances and preventive services. It will be noted that nursing is not mentioned in this complete list of benefits in kind.

The Commission completes this phase of its report with the recommendation that a state fund centrally controlled and administered by a state board be established with local advisory committees for each unit.

The Commission recommends consideration of two systems of payment.

1. The "contract salary" system whereby the medical men, etc., would be employed under contract on a salary basis for the community, which system the Commission deems the only feasible one for more remote and sparsely populated districts.

2. The other system suggested is "payment for services rendered" whereby the individual providing the service would present an account for it.

The commission states that experience alone would tell which system was best for a particular district, but recommends that if the latter be employed a schedule of fees should be on a similar basis to that of the Workmen's Compensation Board and adds,—

"For the guidance of those responsible for the preparation of this schedule, your Commission wishes to go on record as in favour of an adjusted schedule providing a more equitable ratio between the fees for medical and for surgical services; and between fees for general and specialized services. Your Commission is of the opinion that the existing schedule of fees for surgical and specialized services is too high."

#### TWO PLANS.

The Commission recommends the consideration of two plans one for early application and one for ultimate application.

The first plan urges the further expansion of the provincial public health programme especially in the control of tuberculosis, the extension of public health nursing services and the re-establishment of travelling clinic service and that the Minister of Health be given authority to constitute fulltime health districts and determine what proportion of their administrative costs should be borne locally and what provincially.

The further suggestion is made that two demonstration set-ups be provided, one rural and one urban, to demonstrate a contributory health insurance scheme and that municipal departments be urged to take advantage of existing statutory provisions to make grants to physicians, "to provide more adequate services for their ratepayers until a Province-wide or possibly a national system of health administration is established."

It is further urged that municipal hospital districts be urged to elaborate the municipal medical scheme with the hospital district as a basis for organization. The cost of the development of typical districts is examined in detail.

For ultimate adoption a health insurance scheme is recommended covering every individual with legal residence in the province and based on the contribution of every income earner. A full-time public health service is urged for every urban municipality large enough to support one (i.e. over 20,000 in population) while the rest of the province would be organized into combined units with the smaller centres and the rural districts tributary to them, but so defined as to include a population unit of not less than 15,000 nor not more than 30,000. This unit would be subdivided into medical districts of say 1,500 population to 32 square miles served by local practitioners.

The frontier districts for some years to come would be served by practitioners on a salary and "in the more remote of the districts it may be feasible to maintain a nursing service only. Nurses in these districts require special training in first aid treatment and obstetrics, and should have frequent opportunities for post-graduate training in a University Obstetrical Hospital."

The various units would elect local boards and with a central board on which the contributing group would also have representation to decide matters of important policy.

In the urban and combined units payment for medical services would be on a "services rendered" basis with the practitioner or institutions presenting their accounts to a central administrative staff for payment. This latter staff would receive and distribute all funds collected subject to the central provincial board.

#### COSTS.

The fifth chapter deals with costs on the basis of the entire population of Alberta being included (731,605). With an average morbidity rate of 7.35 per capita the total days' illness would be provided for and set at 5,377,296 days. This is worked out at:—

	Total Cost	Per Capita
5,377,296 days at 66.83c for hospitals .....	\$3,593,647	4.91
5,377,296 days at 59.01c for doctors.....	3,173,142	4.34
5,377,296 days at 13.57c for drugs.....	729,699	0.99
5,377,296 days at 27.88c for dentists .....	1,499,190	2.05
Preventive care.....	475,800	0.65
	<hr/>	<hr/>
	\$9,471,478	12.94
10 per cent for administration....\$947,147		
2 per cent for Contingency Reserve.....	189,429	
	<hr/>	<hr/>
Total.....	\$10,608,054	\$14.50
Per Capita Cost: \$14.50 per year, or \$1.21 per month.		

This plan gives an estimate of the per capita cost of a rather complete type of medical service. Nursing costs have not been included, as they are in a large measure provided for in the hospital costs.

Taking the number of persons dependent on one wage earner's income as 2.4 and the average number of persons per family as 4.03 it is estimated that an employee regardless of the number of his dependents would be required to contribute \$2.01 per month to the scheme and any individual not an employee would be required to pay \$2.82 per month.

A second plan is submitted covering only the 142,090 wage earners employed in the Province with an average morbidity rate of 7.05 days' per capita per year. These costs similarly distributed and calculated work out roughly to \$13.17 per year with a cost to each employee of \$6.54 per year or .55 per month.

The former scheme it is pointed out would relieve the provincial government of the special hospital grant charges (about \$400,000.00 per year) while the latter scheme would relieve the province of about 50%.

The report emphasizes that these calculations have not been submitted to actuarial analysis.

In conclusion the Commission states that after examinations of a state medicine plan and the Panel system in England they concluded that neither suited the Province of Alberta as a whole.

Other centres in Canada have envied Alberta the development of its extensive municipal hospital scheme and it is to be noted that the Commission's report represents an earnest effort to integrate any new proposal with this existing service.—C.W.

## COUNCIL TO BRING DISTINGUISHED GUEST TO CANADA

One of the outstanding figures in Maternal Welfare in the English-speaking world will visit Canada for two months this autumn, by present plans announced by the Canadian Council on Child and Family Welfare. This will be Dame Janet Campbell, D. B. E., (1924) M.D., M.S., (Lon.) who has just retired as Senior Medical Officer for Maternity and Child Welfare of the British Ministry of Health and Chief Woman Medical Adviser to the Board of Education of Great Britain since 1912, a member of the Health Committee of the League of Nations, and at present closely associated in its studies on maternal and infant welfare.

Accompanied by Miss Eunice Dyke, Reg. N., Secretary of the Council's Division on Maternal and Child Hygiene, Dame Janet will visit all the largest cities in Canada, as part of an educational campaign to arouse greater interest in the problems of maternal welfare. Her visit will coincide with the annual meeting of the National Council of Women at Ottawa in October, but she will go to both eastern and western provinces.

Dame Janet was educated at the London School of Medicine for Women, followed by post graduate work in Vienna. She served as House Surgeon and House Physician at the Royal Free Hospital and later as Senior R.M.O. at the Belgrave Hospital for Children.

She later became Assistant Medical Inspector for the London County Council in elementary schools, secondary schools and training colleges. In 1908, she was appointed medical officer under the Board of Education, on the staff of Sir George Newman. At this time the British School Medical Service was being organized all over the country, but Dame Janet's duties included also the supervision of physical training in the Schools.

In 1915, she was appointed a member of the Women's Committee on the Liquor Control Board of Britain and, later, a member of the Medical Committee on the Health of Munition Workers. In 1917, she was made the medical member of the War Cabinet Committee on the Health of Women in Industry.

In 1919, she was called to the newly formed Ministry of Health as the Senior Medical Officer for Maternity and Child Welfare, at the same time remaining in her senior post with the Board of Education.

In 1928, she was named the medical member of the Committee on the Training of Midwives and also of the Committee on Maternal Mortality and Morbidity. It is in connection with her intensive work and studies in the intervening years that Dame Janet is known throughout the English-speaking world, and is regarded by the League of Nations as one of the outstanding international authorities on the subject. In 1926 she was appointed President of the International Committee on Infant Mortality set up by the Health Committee of the League of Nations, and in 1930 was named the woman member of the Health Committee of the League.

This will not be Dame Janet's first service to one of the great Dominions, for in 1929 she was invited by Australia to visit the different states in that country and advise on questions of maternal and child welfare.

One of her latest appointments has been as a member of the Hospitals Construction Committee appointed by the Ministry of Health.

Dame Janet Campbell is known also by her excellent publications of which the outstanding ones include: "Carnegie United Kingdom Trust Report on Physical Welfare of Mothers and Children, 1917"; "Official Reports on the Arrangements for Teaching Obstetrics and Gynaecology in Medical Schools, 1923"; "The Official Report of the Training of Midwives, 1923"; "Official Report on Maternal Mortality, 1924"; "Official Report on the Protection of Motherhood, 1927"; "Official Report on Maternal Mortality, 1929".

Dame Janet retired from her post with the British Ministry, in December 1933, but continues to serve on many of the Ministry's and the League of Nations' Committees on Health Subjects.

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### CLEANLINESS AND HEALTH—OBJECTIVE TESTS.

By C. E. TURNER, A.M.; Dr. P. H.

N. C. TURNER, A.B., Ed. M.

Cambridge, Massachusetts.

This interesting publication is based on the writer's belief that "It is important to know the facts of hygiene—it is more important to live healthfully".

The book is intended primarily for use by School Teachers, and contains a series of tests designed to check on general health knowledge, and to instil in the child a consideration of health practices.

As the result of knowledge obtained through these lists, it is intended that more time should be released for health training, on account of the fact that an estimate can be made of knowledge already acquired, and of where the emphasis should be laid.

The various chapters deal with such subjects as; training for health, growth, cleanliness, bacteria, the teeth, conquering tuberculosis, the science of prevention, and several chapters on the structure and care of the body.

The publication is interesting and well worth investigation. Copies at 10 cents each may be secured by writing to C. E. Turner, A.M., Dr. P. H. 69 Massachusetts Ave., Cambridge, U.S.A.



CHILD  
CARE  
ANDTHE EFFECTS OF UNEMPLOYMENT ON  
CHILDREN AND YOUNG PEOPLE

(Conclusions of inquiries made in 14 countries, by the International Save the Children Fund, and presented to the Commission on the Protection of Women and Children of the League of Nations, Geneva, 1934, by Mme. J. E. Vajkai, assessor from Hungary. Adaptations from her report.)

## DIFFICULTIES ENCOUNTERED IN STUDY.

The first difficulty encountered was the absence of reliable standards of appreciation. Comparison between the children of unemployed parents and those of parents in employment can be conclusive only in countries where the pressure of unemployment on the labour market does not influence wages seriously; otherwise, it may happen that the relief given, often exclusively, to the children of the unemployed makes up for any difference. Reports from Hungary and Poland stress the fact that the physical state of the children of half-time,\* and even full-time, workers betrays this indirect effect of unemployment on food, clothing, housing and hygiene, and it is thus often impossible to distinguish between the two categories of children. In other countries this applies only to half-time workers. Again, in various countries the application of the "dole", or Unemployment Insurance payments, has preserved a relatively satisfactory standard of health among the children of the unemployed\*. Several delegates to the Second International Conference of Social Work, July 1932, came to a like conclusion after visiting the poorer quarters of Frankfurt.

The only reliable means of comparison between the two categories of children would seem to be that based on data concerning the same children before and after the unemployment of their parents; but as no records of the pre-unemployment period are available, that course can not be followed. Obvious as are the evil effects of unemployment on health and physical development, the fact must be faced that they can scarcely be distinguished from the *general* effects of the economic crisis.

However, there are psychological effects of an absolutely specific character, but these cannot be identified except by analysis of individual cases; hence, the value of exhaustive investigation, even on a small scale, conducted by experts.

\*Many Canadian centres report this same indication of more widespread malnutrition and similar effects of unemployment among its families of low paid and part time workers than among those in receipt of unemployment relief.—Ed.

\*This is Sir George Newman's statement concerning England.

## PHYSICAL EFFECTS.

Information concerning the physical effects of the crisis varies widely, not only from country to country, but also in different areas of the same country. Distinct differences can be observed between countries where unemployment set in after a period of comparative prosperity and others, where it came on the top of previous hardships, and where the population had no time to accumulate fresh material reserves or recuperate its lost nerve power (Austria, Hungary, Poland, and to a certain extent Germany, as compared with England, Belgium, Switzerland, the United States of America, Sweden and Norway).

## PROTECTION OF LABOUR.

The main study deals with the important and decisive part played by the system of protection of labour in the various countries and by the efficacy of preventive social work. In classifying the countries according to the effects of unemployment on their children, these two factors counterbalance even the effects of the duration and spread of unemployment (e.g. England).

This also explains how the presumption that agricultural areas suffer less from the effects of unemployment than do urban areas, is false; for intensive welfare work rarely exists—indeed, is often impossible—in rural districts. Food conditions may be better there, so far as quantity is concerned, but the nutritive quality of the food may be decidedly lower. The potato and cabbage diet of farm or village children can scarcely equal that supplied by a sound schedule of school meals. Lack of clothing, fuel, light and other necessities is felt more acutely in the country than in the town, and it is also from the country that most complaints come of non-attendance at school caused by want of shoes.

## GENERAL HEALTH.

It is on the whole remarkable that no considerable increase in epidemics and so-called popular diseases has been noticed, although the underfed condition, and the consequent lowered vitality, of a large section of the population prepare the ground for such phenomena. This may be due, first, to the considerable development of pre-natal and post-natal welfare work, of the medical supervision of school children, and of the preventive and curative treatment of tuberculosis. Yet the main reason may be that the full effects of the privations suffered by the people are not yet manifest. We have not yet reached the stage where epidemics occur; the present phase is that of predisposition, at least as far as tuberculosis and rickets are concerned. What can be noted is the lessened power of resistance on the part of the children to colds, seasonal sicknesses, and fatigue. It remains to be seen how the recent reduction, under economic pressure, of Public Health Service budgets in many countries will affect the future.

## EDUCATION.

Reports on school work differ widely. Whilst the complaint is general that lack of concentration and attention exist in many quarters, no marked difference in attendance and work has been noted, in some cases even an improvement has been recorded. On the whole, the readiness to attend school is greater, and there is less tendency on the part of the children to play truant.

As a matter of fact, children attend school regularly unless prevented by insufficient clothing or shoes, simply because school has become for them a true "relief" centre and because they feel happier there than they do at home. The joy of escaping from the perpetual tension and irritating atmosphere of the home may even act as a stimulant to their energies. (Report of the Budapest Work-Schools of the Save the Children Fund).

The report from Pécs (Hungary) maintains that the standard of school work has not suffered, but that to obtain good results entails much greater effort on the part of the teacher. This throws a certain light on another feature of school life, which may have its share in keeping up the standard of work, namely, that since the schools have practically become Child Welfare Centres, the staff is impelled to take a more lively interest in particular children. Although the reduction of school budgets has led to the overcrowding of classes, the children receive more attention and care from their teachers.

#### FAMILY BACKGROUND.

All the reports, without exception, emphasise the seriousness of the harm done to children by the changed home atmosphere among the unemployed. Even where the change does not lead to disruption of the family, or drive one or both parents to drink, and even where the unemployed father tries to share his wife's burden by looking after the younger children, the nerves of the adults are so tried that the parents cannot avoid creating an atmosphere charged with despair and exasperation. Especially does the exhaustion of the mother, who must keep the family "afloat" once her husband is out of work, make it impossible for her to spread peace and harmony in her poor surroundings. The reactions of children towards this painful situation vary. On the whole, the tendency to get "right away" from it only appears later, when the children leave school and begin to feel, or are made to feel, that they are a burden on the family. Some children grow absolutely self-centred, others apathetic, others again are filled with the spirit of self-sacrifice, anxious to take their school-meal home in spite of being themselves famished, or breaking the law in order to help (Hungarian reports). Whether for bad or for good, home impressions sharpen and exalt the children's emotions and disturb their sentimental life. This state of things can be observed even among the very young, and it is beyond all dispute that the Kindergarten, the School and the Day Home are to-day the only places where the child of the unemployed can find the essential conditions for its development—quiet and freedom from worry and irritation.

Here is the crux of the problem. When parents cease to contribute in any way to the well-being of the child, and when food, clothing, care, love—all the child's needs—are provided *outside the home*, his relationship to his parents must obviously be affected; so, too, ultimately, the durability of the home and of the family. This must be kept in mind when we come to study the methods of welfare work necessitated by the crisis.

In England, the Save the Children Fund whilst advocating the establishment of kindergartens, endeavoured to find ways and means of enlisting the good-will and cooperation of the parents in the creation of these institutions. The same consideration led the Town Council of

Pécs to adopt its system of getting the parents to pay with work for the food and clothing of their children. This is not the place to discuss the serious problem of the unemployment dole, or insurance, or any other kind of legal right to an allowance or an emergency job. It must be remembered, however, that so long as the father is in receipt of an allowance, or does emergency work, he continues to be the virtual head of the family, fulfilling his function of providing for the needs of his children, and being looked upon as the one person on whose existence the home depends. The balance of relationship within the family is not disturbed; authority is not overthrown; the children keep their confidence in their natural support. This feeling of relative security and of being protected is of the utmost importance for the maintenance of their mental equilibrium.

#### THE SCHOOL LEAVING GROUP.

The head of the largest Welfare organisation in Budapest reports that the real effects of unemployment only begin to show at the moment when the child leaves school. This enquiry indicates that whatever divergence of opinion may exist concerning the degree to which *Children* suffer from parental unemployment, there is unanimous agreement as to the utter deterioration of the *Young Person* under the evil of unemployment.

The time when this canker sets in depends upon the state of organization of labour in each country. In England, for instance, where wages are graded according to age, and young persons under 16 years do not come into the scheme of Compulsory Insurance, there is little difficulty in placing young people until they reach insurance age. In other countries, where wages have, in general, been drastically cut under economic pressure, school-leavers do not find jobs because older workers are available for almost the same wage.

An apprenticeship crisis is also observed in various countries, both with regard to the number and the conditions of apprenticeships available. (Belgium, Austria and—following on a recent Governmental order—Hungary).

An immense number of boys and girls come of age without having ever had an opportunity of working; yet even those who started out by having a job lose their aptitude and the habit of work for want of practice and after a prolonged spell of unemployment cannot catch up with their luckier comrades. That means of course that they are again the first to lose their jobs when work is slack.

With regard to the physical needs of these young people, it is impossible to generalize. Obviously the fact that they are not touched by any large welfare organisation, like that into which the school has developed, makes them depend for food on the family, where they suffer not only from the general poverty, but also from the privileged position of the working members and of the younger children. Then, too, they are of an age when mere food takes a lower place in their life than do certain other things, such as clothing and pleasure; girls especially will go hungry so as to have their casual earnings free for clothes. Several reports record that large numbers of the young unemployed gradually manage to exist on one meal a day; one report even states that the nutritive value of their food is only about 45-50 per cent of what is required by a youth in work. We cannot ascertain how this insufficiency reacts upon

their health, as they are not subject to any compulsory medical supervision as they were at school.

Mental deterioration, especially in its most widely spread form of apathy, makes them careless of personal cleanliness and health; and although most are keen on securing somehow that last vestige of human dignity, new clothes, anxiety for their personal belongings seldom goes so far as the effort to keep them in decent order.

Young people's reactions to their common lot vary according to their character. The minority revolt; the majority become apathetic and listless. Consequently it is the best—those endowed with vitality, energy and enterprise—who, after a succession of failures, go to swell the ranks of the extremists in open revolt against society; the less valuable let themselves drift into a condition of lethargy, and slowly degenerate into that sort of human dust and refuse that can serve no further useful purpose.

For the young people unemployment is not, as for their elders, a state, primarily, of material want that can be alleviated by financial assistance, allocations, doles, etc. No; unemployment for the young is more like a sentence of imprisonment, condemning them to inactivity at an age when all physical and mental energies clamour for an outlet; to solitude and loneliness, because they belong nowhere, and feel themselves thrust out of normal life, even estranged from the family, where they are a burden; to loss of all human dignity, because they feel their dependance on others for bare existence. Thus, their whole mental outlook is distorted, unless—and this is the case of the majority—they are paralysed to the point of not reacting at all.

Unemployment of the young means total destruction of that constructive force which every generation is called upon to contribute to human society.

#### YOUTH TRAINING.

Several reports remark that where an opportunity of staying on at school is offered the young people avail themselves of it, although they feel sceptical about the value of further study—and say so. The raising of the school-leaving age does mean, indeed, a certain reduction in the number of the unemployed, but in many countries the plan is unworkable because of the expense. It might be worth while to ascertain whether it would not be more advantageous, from the financial point of view, to leave the children one year longer in the kindergarten or infant school. Such a course may also be advocated on account of the weaker constitution and the slower development of the young child in these hard times.

The attempt to attract the older boys and girls to Centres with the mere object of getting them to study has not proved very successful. As several correspondents point out, in the abnormal state of mind and body in which the unemployed lives and moves, it is exceptional that he should be able to summon up energy to attempt to learn more. It is the youth in a job who finds strength to attend courses and lectures after his day's work. The stamina of the unemployed is undermined by enforced idleness; the only means of helping them is *work*, and work must be provided by any and every means. Labour Service seems to be the one and only reasonable and feasible measure.

Shall this service be voluntary, or must it be compulsory?

The superior value of voluntary service cannot be questioned; it is insisted upon by several of the contributors to our enquiry.



Two questions remain; can the scheme be carried out on a large scale, and can the young people be attracted to it?

The results obtained by the "Balokány Endeavour", described in the report received from Pécs, show that even a crowd of demoralised youths can be brought into line by one intelligent educationist.

#### LABOUR SERVICE.

The conclusion we are inclined to draw from the varied data is that much depends on the moment at which rescue work begins. The pressure of poverty always leads to the reverse of economy—to waste. Health Services are cut down, and the result is a greatly increased cost of curative treatment. Labour Service schemes are mostly established for youngsters of an age when they are likely to become a social menace as beggars or vagabonds, and when their demoralisation under protracted spells of inactivity is almost complete.

Were it possible to extend Voluntary Labour Service to school-leavers, so as to reach them before the work of deterioration begins, their acquiescence could be easily obtained, and the system would not only prevent them from going under, but give them a real education in citizenship.

The well-being of the whole family depends on its head. It seems natural, therefore, that the fathers of families should first of all be provided with jobs or given emergency work. It should nevertheless be borne in mind that whilst families may be helped with doles, allocations, school service and other forms of relief, for the adolescent and the young person there is but one means of assistance—work. Doles cannot arrest their gradual decline. And if choice is to be made, it is surely wrong to consider the problem from the angle of one particular person, compared with a whole family, for that person—the young unemployed—is virtually the head of the family of to-morrow.

As the final and most important conclusion of this part of our enquiry, we feel obliged to say:

- (a) that unemployment of the young person is an extremely grave menace to our social system, and
- (b) that in so far as preventive measures show, this is not realized as it should be;
- (c) that the one means of defense is *work* in some form or other, Labour Service, voluntary or compulsory (compulsory, if no other is possible; but preferably, voluntary, since that form is more valuable as a means of building character); and
- (d) that such a measure is of little use unless it can be applied before deterioration sets in—in a word, it must be applied to the school-leaver.

#### RELATION TO DELINQUENCY.

We have also endeavoured to discover to what extent unemployment has exercised any influence on juvenile delinquency, prostitution, and sex-morality in general.

Most of our information shows that no notable general increase in juvenile delinquency has been observed. In England, only a few towns report an increase, the fact being attributed as much to the cinema and

bad companions as to unemployment. Sweden is one of the few countries where a rising wave of criminality has been noticed in recent years; unemployment is there considered to be a contributory cause only, especially in the case of the young. In Estonia, criminality has increased notably, but not among *juveniles*. In Finland, the rate of delinquency amongst children has not risen at all, and amongst young people but very little. In Bulgaria, no increase. Switzerland (Zentralstelle für Jugendliche Erwerbslose, Zürich) says that statistics show no rise, the reason being that the young persons who have jobs are afraid of losing them by breaking the law, and so make up for the eventually greater number of offences committed by the unemployed, who, in fact, represent fifty per cent of the total of young offenders. The same percentage is recorded at Pécs, where a general rise of twenty-five per cent over the rate of previous years is recorded. And according to the Vienna police, juvenile delinquency was scarcely augmented by unemployment; thirty per cent of the young offenders were out of work. Juvenile delinquency is rarely mentioned in the U.S.A. reports. The report from Pécs contains an interesting statement to the effect that, of late, even theft is not considered by young offenders to be a serious offence, unless it goes as far as burglary.

Dr. Paul Wets, President of the International Union of Children's Court Judges, in his remarkable study on Belgium, concludes that up to the present the young delinquents appearing before the Belgian Courts have been scarcely affected at all by unemployment; in fact, there can be no question of numbering it among the causes producing criminality among minors.

All reports insist upon the enormous increase in begging and the general laxity of morals among young people. The Children's Court Judge of Antwerp calls attention to "the seriousness of the moral crisis, which is not always accompanied by law-breaking". If we compare this statement with what is said by the Hungarian Red Cross, which speaks of children committing offences out of love for their family and not keeping for themselves the smallest part of the booty, it is not possible to conclude from the level of juvenile delinquency in the various countries to what extent unemployment influences morals. As is seen elsewhere, unemployment has rather a negative effect: leading to listlessness and apathy, sapping the vitality and undermining the will-power of the young. Most offences demand initiative, courage and energy—precisely those qualities that are weakened by prolonged idleness. The very nature of the offences committed points to this. With the one exception of a report from Los Angeles, all the others record petty offences—theft, larceny, forgery, where little physical courage is needed—as outnumbering other kinds of misdemeanours.

For the very reason that this slow deterioration does not culminate in penal offences, it remains hidden from the public eye, and does not, therefore, provoke that outcry for immediate remedy which the seriousness of the problem would certainly justify. Absence of penal offences cannot be taken as a reassuring sign, but it has one advantage, even though it be a negative one. M. Wets states that "the crisis and unemployment have made more difficult the task of the magistrate, and in certain cases rendered null many possibilities of readjustment". If we consider that work—indeed, the special kind of work which corresponds to the ability and inclination of the young offender—is the principal means of readjustment, his remark needs no further comment. The

report from Finland tells us that after having served their sentence, "first offenders" have very little chance, if any, of finding work; it is natural that this should be so, when we reflect that young people with absolutely clean records are faced with the same difficulty. We thus see that a bright boy or girl who does not fall a victim to apathy, but is prompted by revolt or despair to commit a legal offence, loses even such small chance of leading a normal existence as remains open to the thoroughly demoralised, so long as the latter refrains from acting up to his principles—or rather, lack of principle.

Idleness is the real curse more than all the material features of this most serious problem of modern history. It explains why, in spite of all the evil influences to which they are exposed—poverty, irritation in the home, the bad example of the idle adult, the absence of parental authority—the children, so long as they are at school, do not deteriorate. Their reactions may not be normal; they may develop inferiority complexes, become egocentric or all too eager for sacrifice and selfdenial; their emotional life may be disintegrated, preparing them for swift demoralisation of character once they are thrust into the ranks of the unemployed; but so long as that is not the case, and so long as they have some intelligent activity, their moral self remains intact.

#### PROSTITUTION.

With regard to prostitution it is even more difficult to obtain definite information. Sweden records an increasing number of *souteneurs*; Lodz (Poland) says that female workers, especially those under age, are taking to prostitution; and Pécs (Hungary), that the number of unemployed girls engaging in illicit prostitution is steadily increasing. In Great Britain, France, Denmark no increase has been noticed, while information concerning the United States varies greatly. The secretary of the International Bureau for the Suppression of Traffic in Women and Children finds it impossible to establish direct relationship between prostitution and unemployment. He quotes from the League of Nations report to show that even in extreme cases (of prostitution) there must still be an additional factor beyond mere absence of work or of money. One such factor would seem to be the weakening of family ties and of the control exercised by the heads of families.

He also believes that economic distress makes the commercialised prostitution market "weak", just as the market in other trades is "weak". Clandestine and occasional prostitution may however be on the increase; although, in his opinion, it is the married woman who is especially the victim of circumstances, and not the young girl.

On the whole, unemployment seems not to have greatly affected prostitution in so far as young persons are concerned; but again, this throws no light on the possible change of attitude towards sex among children and young people through unemployment.

#### OTHER SEX DELINQUENCIES.

It has been generally supposed that promiscuity in overcrowded lodgings strongly favours the demoralisation of children. Several of our correspondents—chiefly those who treat the question theoretically—hold this opinion; but there "is no wide-spread evidence of the fact at present", says the Bureau Secretary, basing his statement on a large scale investigation. The Hungarian Red Cross gives it as the unanimous

opinion of social workers in the various districts of Budapest that no such effects can be recorded. An investigation carried on for several years past, by the Vice-President of the Save the Children International Union, reveals that children who are exposed from early youth to a life of promiscuity become so accustomed to witnessing sexual acts that their curiosity is in nowise aroused. For them, these things are just everyday happenings, void of interest, unless they excite repulsion. Children familiar with every detail of this aspect of human life may, however, remain absolutely pure minded, especially girls, whose sexual life usually develops only at the age of puberty; to-day that age seems to be considerably retarded, probably owing to malnutrition. But the question has other bearings. The innate sense of chastity is weakened and, following on that, so, too, is the instinctive resistance girls normally oppose to sexual aggression. Thus they are all the more defenceless against sexual offences that seem to be directly related to unemployment—we refer to cases where the girls are under age, and where father, stepfather, or brother is the offender. Our correspondents in the present enquiry have not dealt with this particular question; but we have been informed by social workers in different countries that unemployment has led to an increase of such special kinds of offence. Poverty does not account for the tendency to abuse children; the reason lies deeper, and may be explained by the fact that sexual aberration always tends to spread when the nerves of the masses are severely tried by a cataclysm like war or the present economic crisis. That such cases remain secret, often for months or longer, and that the child yields in cases when it might even have the physical strength to resist, are by no means due to serious corruption of the victim, but rather to her utter passivity in a situation that holds no surprise for her and that does not awaken her dormant sentiment of chastity.

Experience shows that the dread of legal proceedings still presents, to a certain extent, a safeguard for children under the age-limit. The raising of the age-limit seems, therefore, to be of the greatest importance, the more especially as it is also called for by the slowing down of physical development caused by undernourishment and bad living conditions.

A serious change for the worse in the sexual life of young people is noted by the great majority of our correspondents. The causes are numerous. The lowering of vitality may put a brake on sexual impulse; but boredom and many empty hours passed in bed, for the sake of warmth or through lack of clothing, completely outweigh restraint, and then, general apathy,—“letting things slide”—weakens moral resistance to any eventual onset of the latent instinct. The promiscuity of lodgings, especially where perfect strangers live together—and this is the case for many boys and girls, who for some reason do not live with their family—provides easy occasions and victims for sexual intercourse. The loosening of family ties and shaken parental authority may contribute; but perhaps the most serious factor here is the loss of personal dignity by the young unemployed. One who feels that he has nothing to lose—why should he make an effort to remain pure? To young people who have not the least chance, not even the remotest hope, of being able one day to marry, does not chastity mean a sort of impossible monastic renunciation of carnal pleasure? In the eyes of the young people of to-day, marriage means the terrible obligation of supplying from inadequate wages the needs of one more person, when he or she falls out of

work; indeed, this particular consequence of unemployment is a deterrent even to those in regular work.

The strength of that divine light, which is generally called the moral self, is marvellous. We see how in quite little children, the habit of witnessing unchaste actions, or even indifference born of custom, work out as a safeguard. Every probation officer knows that, even when cruelly wronged, little girls may grow up into pure women, if placed in suitable living conditions. Nevertheless, it seems likely that the "moral self" is doomed to annihilation in a world where the young are deprived of their right to work and to love, and are robbed of happiness in the present and of hope for the future.

#### GENERAL CONCLUSIONS.

It may be useful to sum up briefly the general features of the various problems we have touched upon during our enquiry, and to set out certain practical suggestions.

##### *Children.*

Parental unemployment—alleviated, it is true by various relief measures—has not yet led to a definite increase among the children of the common diseases. Nevertheless, it has been noted in most countries.

- (a) that the children's power of resistance has been lowered, their physical development retarded, and their liability to sickness increased; and
- (b) that their mental state and, in consequence, their behaviour have been adversely influenced
  - (1) by the atmosphere of tension, irritation, exasperation, even melancholy and despair, that prevails in the home;
  - (2) by the absence of parental authority and supervision; and
  - (3) by their feeling of dependence on charity for the necessities of life, thus creating an inferiority complex.

It is evident therefore that

(a) so long as the proper home atmosphere is not restored the child fixes the centre of his life in the School, the Day Home, the Kindergarten, etc. These institutions are now called upon to take over the share of protection and education that formerly fell on the parents in the home, and must therefore (since they are indispensable) adapt their methods to these new duties;

(b) If the moral care of the child is thus no longer the privilege of the home (for the chief reason that the child is no longer happy there), and if his material needs also be supplied without parental intervention, it is imperative to consider what part remains for the parents to play. Must we not fear that the family of the unemployed, thus shorn of its prerogatives and functions, may lose all significance for the child and be doomed to decay? The outlook is serious, and calls for close attention. We are of opinion that, whatever the difficulties to be overcome, all welfare work should aim at supplying the child's needs *through the parents*;

(c) The more the children of the unemployed become attached to School, Day Home and Kindergarten, the more necessary it appears to be that these institutions should seek and apply all possible means to



maintain and strengthen family ties, and to induce the parents to share in the work, thus arranging for some sort of definite practical cooperation between home and school.

### *Young People.*

It seems proved that in the case of Young People, enforced idleness leads inevitably to a loss of mental balance, the reaction—revolt or apathy—differing and varying in degree according to the individual's reserve of vitality. It is evident that, for our social system, armies of unemployed young people mean either so many destructive forces or so much sheer loss.

Material assistance (dole, insurance etc.) is no palliative. The only rational preventive measures are (a) to postpone the date of unemployment, and (b) when unemployment comes, to ensure to the young people participation in some definite activity. These measures may be realised

(a) by raising the school-leaving age;

(b) by establishing Labour Service—preferably voluntary; and if a voluntary system be unworkable, then compulsory service—for all school-leavers who have not found work within a given time;

(c) by insisting that Vocational Guidance Offices should regard *possible openings* as the decisive factor when advising on a choice of trade, even should this mean that, so long as the economic crisis lasts, the young person will be directed not so much to the special occupation for which he is fitted by his aptitudes, but rather, in the limited sphere of possibilities, to some form of employment where he can hold his own in face of the terrible competition created by abnormal excess of supply over demand. To this end Vocational Guidance Offices should keep in close and constant touch with all organisations, wherever they exist, which study labour and economic conditions;

(d) And, in this connection—bearing in mind the extreme instability of the labour market—it would be well to consider whether it is wise to counsel the apprenticing of adolescents to one particular trade, or whether it would not be better to give them some kind of general training in work, thus providing them with a larger choice of jobs, as well as with greater facilities for re-adaptation (Umlernen); and if so, by what methods such general training can be supplied.

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### THE CHILDREN'S AID SOCIETY OF SAINT JOHN

After five years of pioneer service in reorganization of the Children's Aid Society of Saint John City and County, in which boarding home care has been introduced, and shelter and general business administration reorganized, Miss Margaret Anstey has resigned from this position. No new appointment has yet been made.

Miss Anstey is at present enjoying a holiday, after which she will likely return to England, to engage in some type of welfare activity, in association with the Oxford Group.



## FAMILY WELFARE AND RELATED PROBLEMS

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### THE SOCIAL COST OF UNEMPLOYMENT

(What is happening to families and family life?)

LYRA TAYLOR, B.A., LL.B., District Secretary, Family Welfare Association of Montreal.

For four years now, we social workers have known the answer to the question: "What is going on in the minds and in the family circles of the unemployed?" Indeed, the whole world knows the answer. Every newspaper, every magazine, every fifth new book has told the world for four long years what unemployment means in terms of human suffering and human need. Our very souls are sick of the word "unemployment". True, at intervals during the four years, we have been assured that we are on the brink of "an era of unprecedented prosperity, and unexampled progress", that recovery is just around the corner. But the facts have been against the false prophets. We know differently, we social workers. We know, too, that if, by some miracle, prosperity returned to us tomorrow, we should still have to deal with the awful legacy of four years of economic depression. One distinguished social worker has recently stated that for the next *twenty* years in social work we shall be dealing with the results of this depression. Why then should we seek once more to count the social cost of unemployment? Why should we once more go into the harrowing details?

We do it in order that others may know, at least in part, what we social workers fully know. We do it in order that we may say, and say from the bottom of our hearts, with will and with determination: "Never again". Never again, insofar as by telling our story we social workers can prevent it, shall men and women and little children suffer in mind and body, as they have done, and as many of them are still doing. Never again, if economic disaster overtakes us, must it find the social worker unprepared.

I find, as I go about my work, an increasing distrust (arising, of course, from lack of understanding) of this thing which we social workers rather clumsily call "case work". In some quarters a definite attempt is being made to discredit the approach and the point of view of the case worker, that is to say, of the social worker who deals with individuals and with families one by one. The time has gone by, these critics tell us, for our slow painstaking individual work. Mass relief, mass treatment, mass action is all that we need.

It is a specious statement. It is, at bottom, an utterly false statement. Do you think a doctor, dealing rapidly with hundreds of cases when some awful epidemic strikes a city, does not *know* as he works through days and through nights, that still and always his skill must be applied to each case individually? He *dare* not spread himself too thin. Mass relief, mass action, mass treatment we *do* need, in our times of economic depression, but *never*, as social workers, dare we lose sight of

the fact that the mass is made up of individuals and that each individual is crying out to be delivered from the trouble which has overtaken *him*.

Long ago a saint, speaking of the difficult, distasteful and even revolting task assigned to him, comforted himself with these quaint words, "He will the more thank thee for the meek washing of His feet, when they be very foul and have an ill-savour to thee, than for all the curious painting and fair dressing thou cans't make about His head with thy devout remembrances."

So the family case worker has gone to her task in these last four years. She is interested in the larger issues. She *does*, as opportunity offers, examine with care the reports on the various schemes and plans for recovery which are being offered to the world; and, in passing, one might remark that having had, as a rule, a fairly sound training in economics and sociology, she finds some of these plans most *astonishingly* naive; but she must get on with the job; she has had, she still has, no time to stop and argue. She remembers the words of the great Baron von Hugel, and feeds her soul on the great positive truth she sees, that the people—her people—need her; and these people, these needs, she must deal with one by one.

#### THE PEOPLE'S NEEDS.

Let us look then, one by one, at some of her people and some of their needs.

1. *Their needs first.* The basic human needs for food, fuel and shelter are supplied to the unemployed, somehow, under our varying systems of relief, in cash, or in kind. But what of their other needs—needs that, for ourselves, we supply day by day without a passing thought? Do you and I *know* what it is to be absolutely without a nickel or dime, and without any prospect whatever of earning anything? Can we visualize what it means, over a long period of time to have *no* money to buy a postage stamp, a few sheets of paper and an envelope or two? Do you give a thought to the 59c you spent on a new prophylactic toothbrush? Could I bear to be expected to keep a small house neat and clean, and yet have *no* money to buy a new broom or a new scrubbing brush? What is a few cents to you, to have your shoes repaired? Do I stop to think before I buy a packet of needles, a spool of thread, or a skein of mending silk? Are window screens in summer a luxury to you or are they among the necessities of life? What is a fifty-cent movie to you or to me? Do you hesitate and count the cost before you send a Christmas card or a birthday greeting to someone you love? Would I have sufficient of the grace of humility to keep on going to Church if I could not regularly drop my small contribution in the collection plate, and if I had always to wear someone else's cast-off clothes? I have wondered about that, often, when my clients have said to me: "No, I don't go to Church any more; I have no money for the collection, and my clothes are too old."

These, you may say, are small things. I admit that they are small things. You may go on to say that they are hardly worth the serious attention of social workers who should have their minds fixed on the "larger issues", whose energies should be directed towards the building of a new and better social order. But let your imaginations range. Do not be guilty of the sin—yes, the sin!—of imaginative laziness. Try to picture to yourselves the cumulative effect of years of this kind of

deprivation upon our unemployed; and then ask yourselves whether millions of these small wants may not add up to an astounding total, a large, a vitally important figure to be taken into account as we attempt to reckon up the social cost of unemployment.

And look again at the basic human needs, particularly the need for food. We prepare our minimum food budgets, duly authorized by medical men and by dietitians. We attempt by various methods to teach the wives and mothers of the unemployed to make the best of small cash food allowances, or of stereotyped grocery orders. But when we have done our best along these lines, are we satisfied that small children and growing boys and girls in the families of the unemployed are having a chance to grow up with strong and healthy bodies? Can they resist disease as they should be able to do so? Might it not be possible that even a small increase in the food supply of our unemployed would result in a considerable decrease in the cost of their medical care? How do these figures check up when we attempt to reckon the whole social cost of unemployment?

#### THE PEOPLE THEMSELVES.

2. Now let us look, for a moment or two, at *the people themselves*. Over and over again it strikes us, who work so closely with the unemployed and their families, that the outstanding thing about them is their *patience*. But patience is of two kinds. There is the patience that comes to us out of a deep faith in the thing for which we are striving; that kind of patience is satisfying and constructive. We know in what—or in Whom—we believe. We are content to wait and to work. There is, however, another kind of patience that comes out of an utter lack of faith in anything at all. It may be stoical, or it may be merely resigned, the patience of despair. And I am afraid that the patience of our unemployed is beginning to partake of this latter quality. Why should it not? What hope *can* they have when no longer merely the months, but now the years go by, and still they are denied the blessing of work?

We have followed their thinking in all stages. I have in mind one man, strong, a reliable workman, with a record of twelve years steady employment, a good husband and father. I saw him when he was first laid off. It was puzzling him, but not worrying, certainly not terrifying. He was hearty and cheerful about it. "There is always work for a good man." I saw their small savings go. I saw them borrow a little money from relatives. I saw the man begin to be really worried. I watched his frantic, hopeless efforts to get a job, any job. I "felt" the moment when husband and wife came to the decision that *she* should go out and do the odd day's work. I know something of what that did to the basic foundations of the relationship which had, up till then, existed between them as normal working-man and careful, home-loving housewife. What is the use of continuing the story? The man is now one of the army of the unemployed. Their little luxuries have gone, their small comforts are going; *their very self-respect is in danger of being shattered*. Do you think that a mere job, even if it could be miraculously restored tomorrow, would make up to this man and his wife for all that they have been through?

And if a social worker begins to speak of *the children* in the families of the unemployed, it is difficult for her to be calmly objective. I will tell you only one story.

There came to my office a few days ago (a Family Welfare District Office) a boy of twelve years and six months. His father has been unemployed for several years. The family are living upon unemployment relief. The boy is undersized physically, but as bright as a whistle, and will finish grade school in a few weeks. He came to me with some small message from his mother. He delivered his message, we passed the time of day, and he turned to leave. Suddenly he came back to me and said: "I heard," and hesitated. "Yes," I said, "what was it you heard?" "I heard there was a way the Welfare could fix it so a chap could go to High School." *That* is what is going on in the mind of *one* child whose father is unemployed.

#### INDIVIDUALIZATION.

So you see, inevitably, *we come back to the individual case*. I am convinced that the only way in which those of us who have jobs can even *begin* to estimate the social cost of unemployment is to know through and through, from long-continued, close, everyday and every-week contact at least one normal typical family, of father, mother and several children, who are going through all the bodily discomfort, the confusion of thinking, the discouragement and the misery which comes with prolonged unemployment. If we have not known intimately, during these past four years, at least one such family, then although we may call ourselves social workers, we can have no hope of understanding what is called the unemployment problem.

Isn't it so with *any* social problem? We can talk about it or write about it, but how few of us really understand it?

I have always had an idea that at some stage in his earthly career Dives contemplated writing a Ph.D. thesis entitled: "The Problem of Begging in our City". Had he not often seen Lazarus at his gates, holding out his hand for an alms? He was stirred with pity, no doubt. It seemed to him a terrible thing that there should be so much misery in the world. But—and here is the point—had Dives even *once* made the venture of faith, had he gone home with Lazarus, had he seen how he lived, had he talked with him as friend to friend, a new kind of knowledge, a new relationship, would have sprung up between the two men, and out of one change of attitude, who knows what fruitful social results would have come?

And as a social problem can be *understood* only through the particular instance, so, in the last analysis, it can be *solved* only through the particular instance. We just hope for, advocate and work towards unemployment insurance (and we case workers can best tell how necessary it is) but Dr. Jung's famous statement remains true beyond all thought of controversy, and remember that is a scientist talking, *not* a mere case worker—"The great problems of humanity have never been solved by universal laws, but always and only by a remodelling of the attitude of the individual."

And that is where the contribution of social case work comes in. Social case work, if our vision of it is only great enough, is—from its very nature must be—the greatest human hope of this troubled world. For what *is* social case work? It is *not* simply consecrated common sense; it is *not* carefully measured doses of public health mixed with a little mental hygiene and administered by trained workers to clients who



are in such a position that they *have* to swallow it down. No! Social case work is some thing greater than this. It is our poor human effort to show forth to our less fortunate people something of that Divine Charity, Love, Agape—call it what you will—which is the one great effective, creative, redemptive *social* force now and eternally at work in the world.

We do not like the word "charity". We do not like it because we have debased it. But Mrs. Glenn, that wise, gracious woman who is President of the Family Welfare Association of America, has reminded us that it carries within it its own "renewal value", and we shall yet rescue it from the low estate into which it has temporarily fallen. Then we shall see that the Spirit of Charity, the Mood of Charity, truly interpreted (and "organized charity" means simply "disciplined love") is the *only* solution of our unemployment problem, and that we social workers, if we had but the wit, the wisdom and the grace to see it *now*, are nothing, and less than nothing, except as we are self-emptied channels through which *true* Charity—Divine Love—pours itself out upon the world.

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### THE WINNIPEG SURVEY

The Survey into family work, under private auspices, in the city of Winnipeg, is still in process. It will be recalled that this survey is being made by the Council, working with a special Survey Committee, appointed by the Winnipeg Central Council of Social Agencies, and financed by the Junior League. Mrs. G. Cameron Parker, field worker in charge, spent April and May largely in field study in Winnipeg. The preliminary report is now being studied by the Council's special Committee on the Survey, (Mr. F. N. Stapleford, Miss Robina Morris, Toronto, Mr. G. B. Clarke, and Miss Dorothy King, Montreal, Mr. James Richardson, Winnipeg, and Mrs. Parker, Miss Tucker and Miss Whitton, of the Council staff). Mr. Stapleford and Miss Whitton will visit Winnipeg in September on further field and educational work, while it is planned to have the entire report ready for publication in November.



## COMMUNITY ORGANIZATION

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### HOMELESS MEN IN BRITISH COLUMBIA

Because of its undoubted interest to communities across Canada, substantial extracts are offered herewith from the excellent report on relief for single unemployed men, made by the Vancouver Council of Social Agencies, in March and April of this year. With the autumnal drift, as inevitable as that of the falling leaves, of homeless thousands from fields and highways to city hostels, every large community in Canada will again be faced with the challenge of this distressing problem.

The Vancouver study is divided into two main categories.—single, unemployed men in relief camps, and single, unemployed men in the city.

#### MEN IN CAMP.

In the summer of 1933, jurisdiction for men in camps was transferred from the Provincial Single Men's Commission to the Department of National Defence, along lines quoted from Departmental regulations:

"As a measure designed to care for single homeless men without present employment and in need of relief the Department of National Defence has been entrusted with the organization and execution of a series of projects on works to the general advantage of Canada which otherwise would not have been undertaken at this time; these will be added to in accordance with the requirements for this form of relief."

"The conditions under which these works will be carried out are as follows:

Accommodation, clothing, food and medical care will be provided in kind, and an allowance not exceeding 20 cents per diem for each day worked will be issued in cash."

"Eight hours per day will be worked; Sundays and Statutory holidays will be observed; Saturday afternoons may be used for recreation, etc."

"Personnel will be free to leave the work to accept other employment offered; they may be discharged 'for cause' and if so discharged will subsequently be ineligible for re-employment under the scheme."

"Free transportation will be given from place of engagement and return thereto on discharge—except for misconduct."

"The standard of rations shall be that prescribed for the Army."

"No military discipline or training will be instituted; the status of the personnel will remain civilian in all respects."

"Officers in charge of projects are responsible for the care of the men placed under their supervision and it will be their object to ensure that their efficiency—mentally, physically and at their trades—is improved so that when conditions permit they may be returned to the economic life of the Country well able to again take up their usual work. To assist in this, educational and instructional classes will be organized; recreation, amusements and games will be arranged; every possible opportunity will be given to men to work at and to become proficient in their own selected trades."

"All concerned are reminded that the funds are limited and that it is desired to care for the maximum possible number of men in need; that the possibility of obtaining additional funds depends to some extent on the value of the work done and, in consequence, that efficient direction and strict economy in all matters are, therefore, of great importance."

Through the next eight months the Vancouver Committee kept in close touch with conditions in the Camps and with the difficulties

confronting the administration, and through direct personal contact with officials administering relief, as well as with men in the Camps, obtained a great deal of information which was carefully considered.

As a result certain conclusions are submitted as suggesting a constructive policy acceptable both to the Government and to the men, which, whilst practical, would not necessitate heavier financial outlay. In general it is stated that in the matter of accommodation, clothing, food, medical care, work and allowances, the Department of National Defence on behalf of the Dominion of Canada has fulfilled its obligations and carried out its promises. The Committee was particularly impressed with the high standard of living in the Camps and the moderate cost of the ration maintenance.

There was, however, a broader and, in the opinion of this Committee, a more important aspect to the whole situation which cannot longer be ignored and must in any plan for unemployment relief be recognized as the most important factor in the whole situation, the maintenance of morale and the recognition by the Government that food for the mind is as important as food for the body and that healthy recreation in addition to the daily work is essential.

The Committee is also of the considered opinion that there are classes of single unemployed men for whom more or less permanent provision will have to be made and that failure to recognize this fact and plan accordingly will have serious effects on the whole situation. The presence of 5,000 single men in the City of Vancouver registered as unfit and homeless is submitted as justifying this statement.\*

The Committee submits that the whole situation should be surveyed throughout the Dominion by a Commission competent by reason of the experience of its personnel to advise the Government as to the policy to be pursued.

The Committee emphasizes as the main points in the situation:

- (a) A Work and Wages scheme in lieu of the allowance system.
- (b) Co-ordination between the Government employment services and the Camp authorities.
- (c) Organization of Recreational Activities.
- (d) Regular periods of leave.
- (e) Segregation of Age and Youth within the Camps.
- (f) Welfare Committees of the men, elected by the men in each Camp.
- (g) The necessity for suitable personnel.

#### WORK AND WAGES.

The Committee is of the opinion that a work and wages scheme would largely diminish the present unrest in the Camps, without extra cost to the Government, while many problems, due to the present basis of administration, connected with clothing, tobacco, and snuff issues, and transportation could be obviated by a wages system, while, most important of all, such a system would help to preserve a man's self respect.

To arrive at a satisfactory basis of pay, it is suggested that men should be required to work for a sufficient number of hours each week to

\*Similar heavy registrations in Winnipeg, Toronto and Montreal would appear to bear this out.—Ed.

enable them to earn, at the minimum wage rate for unskilled labour, enough to pay for their board, clothing, lodging and issues, an actual cost basis plus a cash surplus of not less than twenty cents per working day.

The committee feel that when skilled tradesmen or mechanics are used at their trades, the rate of pay should be increased and the hours reduced if necessary.

#### CO-ORDINATION BETWEEN THE GOVERNMENT EMPLOYMENT SERVICES AND THE CAMP AUTHORITIES.

The Committee points out that it is one of the features of Camp life that it removes men from the City where employment can more readily be obtained, and, with the absence of leave, the opportunities for obtaining employment are, or at least appear to be, appreciably diminished.

The practice prevailing at present is that any man who can satisfy his camp foreman that he has obtained employment or has a prospect of employment in town, is granted free transportation to that town.

The Committee recommends that:—

1. The Government Employment Service should keep a record of men sent to Camp, classified as to occupation, (at least in so far as concerns men who are not common labourers, and whose particular training and experience fits them for special work).
2. That preference be given in the selecting of men for work to those who at the time of registration had been bona fide residents of British Columbia for some time.
3. That a prospective employer could be required to provide satisfactory evidences to the registration Bureau of his willingness to employ a man resident in Camp. The Registration Bureau could then authorize the Camp Foreman to grant transportation.
4. That when a request comes from an employer for men or when the Provincial Government Employment Bureau needs men, the requests be referred to Camp foremen with the understanding that, with due regard to efficiency and experience and good behaviour record, the men be selected to fill the applications in order of seniority, by length of time in Camp.

#### ORGANIZATION OF RECREATIONAL ACTIVITIES.

There is no organization of Games and Recreation;\* books and magazines are circulated regularly to all camps, but this does not suffice, and proper supplies of Recreational equipment such as Footballs, Soft Balls, Fishing Gear, etc., should be provided. The Committee believes that a sum of Four Thousand Dollars annually would be sufficient for the men's needs in this respect and would go far towards preserving the morale of both old and young.

#### REGULAR PERIODS OF LEAVE.

A man sent to camp tends to lose hope and to become resigned to his fate. He feels that he is forgotten as 'disposed of'. Before he reaches this mental state and as an outlet for his dissatisfaction he makes trouble and is a fruitful field for 'red' propaganda. If a short period of leave were granted every two months to the nearest town, conditional on good behaviour, despondency would be diminished and the men would have something to look forward to. Periodic leave is necessary for the maintenance of morale.

\* Since the report was filed Special Recreation Committees have been set up and through the efforts of the Leisure Time Activities Division of the Canadian Council on Child and Family Welfare, Mr. Stanley Rough, of the Montreal Parks and Playgrounds Committee, under direction of Capt. Wm. Bowie, General Secretary, has prepared six special bulletins for use in the Camps with suggestions for such activities.—Ed.

More consideration might be given by the Camp management to the effect of unemployment and isolation in camp on the mental life of the men.

#### SEGREGATION OF YOUTH AND AGE WITHIN THE CAMP.

In certain of the Camp areas it has been stated that the blending of age and youth has been adopted with the idea that the older men will have a steadying effect on the younger. This is, in the opinion of the Committee, an unwise policy. If its intent is to suppress the exuberance of youth, it is suggested that a proper investigation for the need of such suppression be made and if dissatisfaction be found the root cause, then it would seem better to investigate and remove the cause of such dissatisfaction in preference to attempting to suppress it by the simple process of discharging men from Camp, thereby transferring the problem to urban communities with the possibility of more serious trouble.

Youth and age should not be mixed and there should be no difficulty in finding foremen who could successfully handle the former.

#### WELFARE COMMITTEES OF THE MEN ELECTED BY THE MEN IN EACH CAMP.

Committees or organizations of men within the Camp areas are not officially recognized as they are considered to be subversive of discipline and order. Committees, however, do operate within the Camp areas with or without tacit approval and the Committee asks,—is it better to have a properly constituted Camp Committee operating in the open, or a "Bush Committee" acting under a sense of grievance?

The Committee urges that more trust and confidence be placed in the men and that grievances are better ventilated "in the open" than suppressed. It should not be a difficult matter to devise a scheme whereby grievances may be heard, examined and dealt with in a satisfactory manner.

#### THE NECESSITY FOR SUITABLE PERSONNEL.

The Committee submits that the whole atmosphere of a Camp depends upon the personality of the Camp foreman, and cites one Camp where the foreman issues no restrictive orders, where the men have supported him in refusing to allow Communists to come into the Camp and where no "Bush" Committee exists. In this Camp the foreman leads his men in recreational activities and plays with them; he listens to their requests even though unable to grant them. In this Camp there has been little or no trouble at any time. This foreman has proved under two systems of Relief, Provincial and Dominion, over a long period in one Camp that the human factor is all important, and that men can be controlled and even made happy in adverse circumstances by the exercise of humanity, fellowship and tact.

The Committee urges that what is needed in the camps is a positive programme of work and welfare activities for the men in preference to a list of prohibitive orders, and that Camp Foremen, as well as Supervisors, should be chosen, as far as possible, from men who have proved their worth in subordinate positions in Camp administration.

The actions of the men on which they are judged, in nine cases out of ten, are purely symptomatic of their state of mind. The state of mind is engendered by:—



- A—Their interpretation of the system.
- B—The suppression of their natural activities and desires.
- C—The failure of the foreman to recognize that his position requires a different mental attitude towards the men from that which he may have been accustomed to adopt in industrial life and that to secure the co-operation of the men in maintaining discipline and getting work done he must have their confidence and be recognized by them as sympathetically understanding the problems created by their conditions.

This state of mind finds its outlet in a strike, often over some very trivial matter, such as breakdown of transport and temporary shortage of butter, which in turn usually results in the ringleaders being expelled from Camp and cut off from all relief.

#### SINGLE UNEMPLOYED MEN IN THE CITY

The problem under this head is subdivided to embrace:—

##### A.—MEN EXPELLED FROM CAMP.

Under the regulations laid down by the Department of National Defence a man may be summarily discharged for cause, and neither the Department or any other relief authority appears to have any further responsibility for his care.

Furthermore, it appears that there is no Court of Appeal to whom such a man may refer his case for reconsideration except this same Department.

The Committee is of the opinion, in view of the possibility of unfair action by a Camp Foreman being sustained by his higher authority, that there should be set up an independent board to review such disciplinary action and make a final judgment on such cases.

In an addenda, the Committee states:—

"We understand that since the date of this report the regulation covering the treatment of men discharged from camp for cause has been amended and that there have been a large number of selected men reinstated.

But there still are, and under the present regulations there will continue to be, an increasing number of these men, who have been discharged from camp, who constitute a real menace to the community; and the committee is strongly of the opinion that men who refuse to conform to camp regulations should be subject to strong disciplinary action."

##### B.—MEN OVER 21, MEMBERS OF FAMILY UNITS.

The Committee submits evidence to show that an acute problem exists in the City of Vancouver with respect to the ineligibility for relief of a class of men who are not homeless and yet have no resources for personal maintenance, a situation which can be duplicated in several other communities in Canada.

When a young man, forming part of a resident family unit on city relief, reaches the age of twenty-one, the Vancouver Relief Department ceases to recognise any responsibility for his upkeep and refers him to the Provincial Relief Authorities; the Provincial Relief Authorities, in their turn, contend that he is not in the 'homeless' class and refer him back to the City Authorities.

This works acute hardship on the household as the youth must either "take to the road", or continue to live at home, making it necessary to stretch the slender family relief allowance at the expense of other members of the family.

Many youths, rather than take the food, which is meant for and is needed by their parents and younger brothers and sisters, "panhandle", and some have resorted to theft and more serious offences in order to obtain the necessities of life; in some cases these younger men consider themselves martyrs and look upon their prison sentence in this light. The effect on the individual and society is obviously anti-social.

In view of the fact that the script allowance is but 20c per diem for such cases already on relief and prison upkeep is \$1.00 to \$1.35 per day, it would be a sound economic move to make provision for these cases.

#### C.—SINGLE MEN PHYSICALLY UNFIT FOR CAMP CARE.

There are some 5,000 single men maintained in the City of Vancouver by relief authorities.

These men are ineligible for camp care owing to their physical disabilities and include men suffering from tubercular conditions, venereal diseases, skin diseases, maimed limbs, etc. Again, this situation can be duplicated in city upon city, across Canada.

Men in this class are given script and are allowed to find their own lodging about town.

The committee has found that both at the present time and in the past years such a system has been open to abuses which it has been almost impossible to control. The men find many opportunities for exchanging their script for cash; the system has been found to encourage common law marriages or temporary unions; the men of weaker character are easily persuaded to part with their script and are then compelled to "panhandle" in order to obtain means of sustenance until their next supply of script is available.

The Committee recommends that these men be segregated as to age and that they be lodged in supervised institutions in the city, such as the Salvation Army, the Vancouver Men's Institute, the Central City Mission and the St. Vincent's Shelter. Also that men with contagious and infectious diseases, including tubercular, be segregated.

If these institutions be kept up to capacity at the rate allowed by the Government of 40 cents per day, a high standard of service can be maintained and constructive social work accomplished.

The Committee would except cases where investigation shows that a man has, previous to applying for relief, established a satisfactory and possibly a long standing friendship with the household with which he boards and that in such cases he should be permitted to continue residence with that household provided that they are willing to lodge him at the regular relief rate.

With regard to physically unfit men lodged in the city, the Committee feels that a very serious injustice is being done owing to the fact that men, barred from camp care, are not able to obtain clothing; these men are just as much entitled to clothing as men who are able to work in the camps and in many cases it is far more important that they should be adequately clad on account of their disability and yet only when the man's condition reaches an acute stage can he obtain clothing.

In conclusion, the committee places on record its considered opinion that a Commission representative of the Governments concerned should be appointed to co-ordinate the work of the various relief authorities at

present caring for destitute persons, both married and single, as only by such means can some of the present anomalies and injustices be avoided.

The Committee avers that the issues are so vast and so far reaching in their effects on the men and women of future generations, that nothing less than a complete control of the whole field of relief administration can prevent incalculable harm from being done to the moral and physical stamina of the nation.

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## TRANSPORTATION AGREEMENTS THIRTY YEARS AGO

In connection with the Council's endeavours to obtain a reciprocal transportation agreement among Canadian social agencies, Mr. Albert Chevalier, the veteran superintendent of Municipal Assistance, in the city of Montreal, sends the following interesting note:

### TRANSPORTATION

In order to discourage the wrong and encourage the right use of charitable transportation, in 1903 the National Conference of Charities and Correction (U.S.A.) started a movement to prepare an Agreement and secure its use by public and private charities.

In October 1910, there were more than 400 associations or public authorities signatories to the rules which will be found below, and this large number of adherents was secured without any active canvass.

The signers were called upon to fill in the following Agreement:

"I (we) hereby agree to abide by the Rules published for the Committee on Charitable Transportation of the National Conference of Charities and Correction, for the purpose of eliminating existing evils and promoting efficiency in the granting of free transportation and charity rates".

Besides the Rules above mentioned, there also existed a "Telegraphic Code".\*

The use of this said code was not obligatory upon signers, who might communicate by letter instead. It was drawn up to save time where delay was either expensive or dangerous.

At the time "charity rates" were given by transportation companies, but the immigration and deportation laws were in their infancy. Consequently, repatriation of the undesirable was a question of transportation for the "Poor Law Officials" and I was one of them.

The Municipal Assistance Department of the City of Montreal has never ceased to send back to their own town or country indigent people, likely to become a public charge.

"Charity rates" have never existed officially for the public authorities; when they were in existence, we used private charitable organizations to secure this reduced rate of transportation.

I think that the time has arrived to put a movement on foot to secure these "charity rates" again from the Transportation Companies.

The transportation rules of the past, when many of our present social workers, were in their childhood, provided:—

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\* Mr. Chevalier has also provided a copy of the old code.—Ed.

## TRANSPORTATION RULES.

A. The word "transportation" as used in the following paragraphs, includes all transportation paid for or issued upon recommendation of charitable societies or public relief officials.

B. The word "he" means "he", "she", or "they" as the context in any case will suggest, and the word "applicant" includes the family group for whom transportation is desired.

C. "Charity" as used in these rules, includes any general charitable organization, public or private, upon which the applicant in question has no claim through membership, blood relationship, or through the society's definite promise to aid him.

D. In some of the following paragraphs "shall" is used, in others, "should" or "may". The former word is mandatory, and the phrases in which it is used are to be accepted as binding upon all signers of these Rules. Where "should" or "may" is used the paragraph is only a suggestion which signers may observe or not, at their discretion.

1. Before any charitable transportation shall be granted the organization or official having the matter under consideration must be satisfied, by adequate and reliable evidence;

First. That the applicant is unable to pay the regular fare.

Second. That the applicant's condition and prospects will be substantially improved by sending him to the place in question.

Third. That the applicant will have such resources for maintenance at the point of destination as will save him from becoming dependent on charity: or,

Fourth. That the applicant has a legal residence in the place to which he is to be sent, or is a proper charge upon the charity of that community.

2. An applicant's statements must in every case be substantiated by other definite, reliable evidence. When this is lacking the applicant should be taken care of, if necessary, until the needful testimony is secured.

3. In all cases an appropriate charitable organization or official, if such exists, at the point of destination should be promptly advised that the applicant's transportation to that place is under consideration, or has already been determined upon.

When a signer of these Rules is listed as being located at the proposed point of destination, it shall not be legitimate to send the applicant thither unless notification is sent to the signer before the transportation is furnished or upon the day when it is provided.

In exceptional cases where the signer has reasons for desiring that no record be kept by the charitable agency at the point of destination, the matter may be explained to the latter, who shall then preserve no record unless the case is known through sources independent of the sender.

4. It is strongly recommended that a report be secured from an appropriate charitable organization or official in the city to which transportation is desired, before any applicant is sent thither. This is especially urged when a signer of these Rules is listed as being located at the point of destination.

All signers have definitely announced themselves as willing to co-operate with other signers by making reasonable efforts to secure needful information, and to determine whether transportation ought to be provided in any given case. Other charitable agencies, also, are usually glad to make any legitimate inquiries and reports which fall within the range of their customary activities.

5. All charitable transportation provided shall, in every instance, be adequate; that is, the initial or original sender shall provide for the applicant through to his ultimate destination. When charity rates are obtainable at intermediate points, and not obtainable at point of departure, the initial sender may enlist the services of some charitable agency at the intermediate point in obtaining such rates upon arrival of the applicant, all expenses to be borne by the initial sender.

6. If an applicant has been aided to reach a place, intermediate to the point of his proper destination, without means having been provided for forwarding him to the latter, then no further transportation shall be granted without inquiry of the charitable organization or individual who sent the applicant thither. This correspondent shall be requested to remit the amount necessary either to forward the applicant to his destination or to return him to the starting

point. If a satisfactory response is not promptly made, the applicant should be returned to the place where his charitable transportation originated. In no case shall he be "passed along" to another community which has no adequate responsibility for him.

7. If an applicant who has been provided with charitable transportation without the approval of an appropriate charitable agency at the point of destination, shall there become dependent on charity within nine months after his arrival, then the charitable organization or individual who sent him thither should be notified and requested to provide for the applicant's necessities or to remit the money necessary to return him to the place from which his transportation was provided.

8. If an applicant has been forwarded in violation of any of these rules, the charitable agency which provided him with transportation should be requested to bear the reasonable, necessary expense of providing for him temporarily, pending investigation and the proper disposal of the case.

9. The society or official through whom charitable transportation is procured shall in each case preserve a full record of all the essential facts upon which the granting of transportation has been based.

A copy or summary of such record should be furnished promptly on request to any charitable organization or official interested in the case. When such request for a digest of the record comes from a signer of these rules, it shall be considered mandatory upon any other signer.

10. In case of persons asking charitable transportation on the ground of being able to secure employment in the place to which transportation is desired, definite, reliable assurances of employment must be obtained as part of the necessary evidence. A general report that conditions of employment are better, or that the applicant should be "better off" in the place specified, shall not be considered sufficient grounds for the granting of transportation.

11. Organizations and individuals who agree to these rules thereby pledge themselves to keep a copy of the Rules and the Telegraphic Code conveniently at hand, and to use all due diligence in making reasonable inquiries requested by other signers of the rules and in replying to communications regarding transportation cases.

12. Persons forwarded by charitable agencies or officials from places where any contagious or infectious disease is known to be epidemic, must be provided with proper health certificates.

13. When disagreement, as to facts or decisions, arises in regard to any transportation, case one or both the parties concerned may appeal to the Committee on Transportation of the National Conference of Charities and Correction, sending the appeal through the Charity Organization Department of the Russell Sage Foundation, Room 613, 105E 22d St., New York.

14. Poor law officials may return any person who becomes a public charge to his place of proven legal residence without the consent of that community.

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## NATIONAL SOCIAL WORK PUBLICITY

At the Canadian Conference on Social Work, held in Hamilton, in May, the national publicity committee set up by Canadian Welfare Federations at the May (1933) Relief Conference in Ottawa, was enlarged and its work formalized for 1934-5. Mr. Philip Fisher, of Montreal, was named Chairman, and Miss Marjorie Bradford, now of the Council, secretary. Sub-committees have since been created, with Mr. Claude Sanagan, Toronto, convener of magazine publicity, Mr. G. S. Chandler, of Hamilton, convener on posters, Dr. Frank Pedley, Montreal, and Miss Charlotte Whitton, Ottawa, joint conveners on films, Mr. Fisher convener on national press releases and Miss Whitton, convener on radio publicity.



All committees have reported good progress in developing co-operative publicity through the media assigned to them. A co-operative poster will be lithographed at a moderate price for those cities wishing to take advantage of it, and a moving picture trailer, interpreting constructive social services is being produced by the Montreal Federated Charities in co-operation with the Associated Screen News, which will be available to other cities at a nominal charge.

A number of magazine articles have been arranged for on subjects of national and community welfare and a series of national radio broadcasts, so successful last year, will be given every Sunday evening over a period of about six weeks, commencing about the end of September. The broadcasts, which have been arranged through the courtesy of the Canadian Radio Commission will be given at 8 P.M. Eastern Standard time. It is hoped that several outstanding figures in Canadian life will again co-operate in this national educational effort

Meanwhile, campaign dates for the various federated drives have been set, and will extend, as far as present word has been received, from September 23rd to late in November, with combined objectives aggregating somewhere in the neighbourhood of \$3,000,000.00.

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#### COMMUNITY PLANS IN REGINA AND SASKATOON

Following through on the steady stimulation of community organization since the Council assisted in the creation of family welfare bureaux in these two cities, representative Committees in both cities have been working actively for several months on a study of Community Council and Chest plans. Miss Bradford has recently visited both cities for conference with these Committees.

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#### THE EXCHANGE IN HALIFAX

Following on co-operative effort between the Junior League and Council of Social Agencies of Halifax and this Council, the former has assured the financial cost of the first year's operation of a Social Service Exchange in the city. The Montreal Council of Social Agencies has generously lent their exchange secretary, Miss Elsie Bowden for a month to direct the setting up of the new service, while through Council and Canadian Association of Social Workers' co-operation, it is hoped that an experienced, graduate worker, who comes from Nova Scotia, will be engaged as permanent secretary of the Exchange. The whole development offers a fine example of harmonious co-operation, of several different interests through the Council office, in concentrated effort towards one end.

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#### YORK TOWNSHIP

The Council's survey in York Township has had most constructive results with a somewhat unexpected turn. The survey recommendations called for formal organization of a community council and federation, with separate organization of family welfare services along quite independent and autonomous lines.

Conferences arising out of consideration of the findings led to the appointment of a special Committee, which decided to seek an amalgamated community plan of financial federation as part of the Toronto Federation for Community Service, and a correlation of family work for the township on a working basis with the Neighbourhood Workers' Association of Toronto. Arrangements have now been concluded providing for experimental work along both these lines for 1934-5. The results will be of great significance in the development of private social work on the basis of a metropolitan area.



## DELINQUENCY AND RELATED SERVICES

### JUVENILE DELINQUENCY AND UNEMPLOYMENT IN GERMANY

By Dr. Ruth Wirland, Germany, who is Editor of a series of papers on social work and educational problems in Germany which have appeared at regular intervals in the past year.

Discussion on the subject, coming from Germany at this time is of great interest.

The author outlines the conditions and the gradual stages which led up to the establishment of Juvenile Courts in Germany. This protracted struggle carried on through the determination of organizations of women, of teachers, doctors and social workers, finally ended in the passing of the *Federal Law for Youth Welfare* in 1923 which provided for the establishment of Juvenile Courts, administration being under the *Youth Welfare Offices*.

The organization and administration of the Courts are described as based to a certain extent on ideas and information received from America. There was provision for probation, correctional education etc., but the post war period was so upset, that the implementing of the provisions was difficult. Unemployment increased, and its bad effects were evidenced in the increase of gang formation and consequent Juvenile crime on a large scale. The report states that the welfare offices claim that in 1930 every eighth child "had been in conflict with the law", an increase of over one hundred per cent since 1928. These crimes included prostitution, robberies and hold-ups, etc.

An attempt was made to train unemployed Juveniles through the establishment of work shops for various trades, and secure work for those who graduated. Cultural interests were encouraged, and leisure time activities were emphasized. A fair measure of success attended these efforts, but unemployment continued to increase.

The selfgoverned Youth Associations were the next step, and the Camps for voluntary work service showed great promise for a time, but in spite of assistance from Child Welfare offices and private organizations it is stated that little permanent good was accomplished.

After the political revolution the youth of the country were encouraged to stand behind the new government. It is stated that the *voluntary work service* was placed under uniform management and new camps formed. The effect on Juvenile delinquency of various measures which were then taken in connection with the youth movement as described in the report is rather extraordinary. The statement is made that "the number of delinquents in many cities has been decreased by a half over the number of last year". Such an achievement in less than a year seems incredible. It may be that the figures are based upon general observation rather than actual statistical deductions.

Unemployed youth is a vital problem in most countries today, and this report gives a vivid picture of German conditions.



## LEISURE TIME AND EDUCATIVE ACTIVITIES

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### VOCATIONAL EDUCATION AND THE DEPRESSION

#### SOME FACTS OF SIGNIFICANCE

ERIC MUNCASTER, B.A.

The Council gratefully acknowledges the assistance received from the Technical Education Branch of the Dominion Department of Labour in the preparation of this memorandum.

What has happened in Canada, during the depression, in the field of Vocational Education? The question is an important one, because if a satisfactory answer can be given, the process of adjustment to conditions of the period of recovery will be far simpler than otherwise; if an unsatisfactory answer must be faced, it is well to know it, so that due allowance may be made and due precautions taken in so far as they are possible.

It is well to recall that education in Canada is under provincial jurisdiction. In 1921, however, the Federal Government set aside \$10,000,000 under an Act passed in 1919, to assist the provinces to establish vocational schools throughout the country. The yearly grants to the provinces sanctioned under the Act were determined by first setting aside the sum of \$10,000 for each province and dividing the remainder in proportion to population. Money was not given to the provinces to expend, but each provincial government was reimbursed, within the limit of its appropriation, to the extent of one-half of approved expenditures on work which comes within the scope of the Act and annual agreements. By the terms of the federal act, not more than 25% of the annual grant payable to any province could be applied for acquiring land, erecting, extending or improving buildings or supplying furnishings and equipment.

At the end of 1929 the province of Ontario had expended its allotment but all the other provinces had money still available. On May 31, 1929, the Act was amended to make all unexpended balances available to the provinces for a further period of five years. In 1934 (March 28) the Act was further amended to make such monies available until March 31, 1939.

#### VOCATIONAL EDUCATION.

In 1931 (21-22 Geo. V. C. 59) the Dominion Parliament passed a Vocational Education Act, on a similar basis to the Technical Education Act, setting aside for a period of 15 years, \$750,000 per annum, from which payments might be made annually to the government of any province for the purpose of promoting and assisting vocational education.

The payments made to any province were to be conditional as to terms, conditions and purposes, upon agreements entered into between the federal and provincial government in each case, the annual grants to be proportioned on the relation of the population of that province to the population on the whole, as established by the preceding decennial census.

Power was given to promulgate regulations covering the definition of "vocational education", the particular types and grades of vocational education to be assisted, procedure to be followed, auditing of accounts, and the extent to which assistance might be granted towards continuance of existing vocational work, towards lands, buildings, etc.

However, due to the financial situation prevailing, the services contemplated by the Act have not been set up, nor has any province yet submitted any projects under the Act.

#### TECHNICAL EDUCATION ACTS.

"Technical education" under the Technical Education Acts has been defined as meaning and including

"any form of vocational, technical, or industrial education, or instruction, approved by agreement between the Minister and the government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein."

Thus, while deferred resources have been available to some of the provinces, others have had to rely solely upon their own resources, with the result that in several, there has been serious contraction in plans and services. On the other hand, in some of the provinces with or without the use of public funds, new features have come into being which are making a very definite contribution to the lives of the people attending the classes or receiving the services. Part of these may be emergency measures which will disappear; some may form permanent supplementary methods in education, and may endure.

#### BRITISH COLUMBIA.

In *British Columbia*, for instance, there was no curtailment of grants for vocational education last winter, but many students found themselves in the position of being unable to pay fees. School Boards adopted the principle of admitting students to night classes free if they were on relief or unemployed. It is estimated that over 100 were so admitted in Victoria, and about three times that number in Vancouver. In other centres a similar practice prevailed. In the correspondence courses conducted by the Department of Education, many students were enrolled free.

One of the most notable pieces of volunteer work was undertaken by the teachers of the Technical School, Vancouver, who sent out, free of charge, correspondence courses in vocational subjects to 800 men engaged at the Unemployment Relief Camps in the province. Correction of the exercises returned by the men, a task of considerable magnitude, was cheerfully undertaken by the school staff.

Current interest in mining was reflected by free classes in that subject conducted at Trail, Revelstoke, Prince Rupert, Nelson, Victoria and Vancouver, with about a dozen of the smaller centres also putting on similar classes. In North Vancouver boys and girls of adolescent age were enrolled in classes in woodwork and domestic science respectively, with the Department of Education paying 75% of the cost and the remainder being raised by local Service Clubs. In Victoria, through the co-operation of the School Board with the Department of Education,



boys and girls were given free classes in gardening, first aid, drafting, building construction, cabinet making, electricity, auto mechanics, salesmanship, cookery and home nursing.

The principle on which British Columbia dealt with the problem was based on the recognition that idleness in youth is one of the most serious problems of the day. "If the money is not spent in one direction," commented a prominent public official, "it will be spent threefold in another."

#### ALBERTA.

In Alberta, two outstanding features of the situation were great increases in the enrolment of day-time students in the Calgary and Edmonton High Schools, coupled with a province-wide shrinkage of evening classes. The Calgary Technical High, which took care of 606 students in 1932-3, experienced a growth in numbers to 713 at Christmas in the 1933-4 term—an increase of 17.6%. The corresponding figures for Edmonton expanded from 586 to 632.

Previous to the depression, a notable merit in the Alberta educational system was the provision of evening classes in the mining towns, such as Mountain Park, Cadomin, Luscar, Mercoal, Nordegg, Drumheller, Coleman, Blairmore, Hillcrest, Bellevue, Coalhurst and others. Dark days for the industry and general conditions have necessitated the abandonment of these classes, much though they were appreciated in the past.

A brighter side of the picture is again to be found in the volunteer services made available to the unemployed young people of Calgary, Edmonton and Lethbridge. In Calgary, 534 persons enrolled for 1,050 places in 21 classes conducted in the Provincial Institute of Technology and Art—which, by the way, had practically lost all its evening classes. The Committee which planned the work consisted of representatives of the Calgary Public and Separate School Boards, the Public Library, the Ministerial Association, the Y.M. and Y.W.C.A.'s, Mount Royal College and the Provincial Institute of Technology and Art.

The subjects were divided into groups such as elementary school subjects, including English for the non-English, commercial subjects, technical and vocational subjects, discussion groups in psychology, philosophy, literature, etc., and physical training groups. Accommodation was provided free by the School Boards, the public library and the provincial government. In addition to the 534 persons served by the all-round technical classes at the Institute of Technology (which included some agricultural and mining classes), 200 received service in the elementary and commercial groups, 125 in the study and reading groups, 300 in the Y.M.C.A. leisure time programme and 40 in the Y.W.C.A. programme. Yet another service was given to 150 women by the Household Science teachers of the public school system, who conducted courses on the selection and preparation of foods.

In Edmonton the Alumni Association of the University of Alberta took the initiative in developing a programme similar to that in Calgary. In Lethbridge, about 150 persons, chiefly in North Lethbridge, availed themselves of a voluntarily conducted programme in which private citizens, the Y.M.C.A. and the public school board gave leadership of an inter-denominational character.

Demands which were not being met last winter in Alberta included requests for reopening the courses in general farm mechanics at the Provincial Institute of Technology, and requests for special courses in Radio and in Arts and Crafts. Lethbridge has been discussing expansion to include technical training, and Medicine Hat the reorganization of commercial work, but neither city, because of financial reasons, has been able to proceed.

#### SASKATCHEWAN.

In Saskatchewan, the cities of Regina, Saskatoon and Moose Jaw devote attention to commercial and industrial courses for students who have passed through the public schools. Day and evening classes are conducted in each of these cities. Fees of from \$10.00 to \$20.00 a year are charged for the day classes, and of \$5.00, for three months, for the evening classes. No curtailment in these programmes was reported last winter, except that some of the evening classes in Moose Jaw were not in operation because pupils found themselves unable to pay the fees.

Attendance in the three cities runs to about 3,000, the customary technical and commercial subjects being taught. At the Commercial High School in Regina there is a daytime attendance of 700, while 460 attend the technical classes. Registrations for evening classes last winter reached 550. An experiment was made of taking men on relief into the classes, but this was only partly successful, since many of those taken in did not have the educational background to profit by the work presented and dropped out after a few lessons.

Expansion was noted in the classes for motor engineering and commercial art, in the day classes; in the evening classes a gain in attendance took place at classes in commercial subjects, steam engineering, first aid and prospecting and assaying. No volunteer instructors or entirely free classes were reported in Saskatchewan.

#### MANITOBA.

Curtailment of the provincial appropriation for technical education in Manitoba had various results. In the city of Brandon, the School Board had to provide additional funds to operate the Brandon Technical School, and two teachers were employed instead of three. Technical work had to be dropped at Foxwarren, Norwood and Pine Falls. No new students were enrolled after December 1933 in the correspondence courses for technical education which were a feature of the Manitoba system, whereby the students paid part of the fees for their courses supplied by a selected number of correspondence schools, the balance being paid by the government.

Winnipeg had a situation last winter in connection with its vocational work which was decidedly mixed. On the one hand, it was necessary to organize and for the School Board to finance 20 new classes giving industrial subjects to students who wanted a more practical course than the ordinary academic subjects afforded. On the other hand, boys and girls in grade VI—to the number of 2,400 of each sex—had to be deprived of shop work and sewing respectively. Commercial courses in several of the suburban schools had to be given up owing to the withdrawal of grants.

The Winnipeg School of Art had to operate on fees only, and it appeared in prospect that the School might have to give up most of the very fine work which it had been doing.

Over and above these items, teachers' salaries were reduced 25%.

## ONTARIO.

Ontario must be given credit for efforts intended to maintain intact the system of day-time vocational schools which has been a valuable part of the education system of the province for years. No day schools were closed nor were any courses discontinued. The record as regards the evening classes, however, was not so good by a long way. It was estimated that two-thirds of the evening classes were closed during the last school year. No fewer than fifty schools in the province have had to discontinue their evening vocational classes in the years 1931-2, 1932-3 and 1933-4. This included last winter the evening classes in York Township, Hamilton Central, Technical School and Central Commerce School, Guelph, Oshawa, Sault Ste. Marie, Windsor-Walkerville—to select merely a few from a heavy list.

## QUEBEC.

In the province of Quebec, a few evening classes were not re-opened last winter for the double reason of economy and low attendance the previous year. On the other hand, new classes were opened in Montreal and an effort made to encourage young unemployed to attend.

In Montreal, too, last winter a second "Community Centre" with volunteer instructors was organized to satisfy a desire for classes of a vocational character, to a certain extent, expressed by people of the Maisonneuve district. This followed the successful operation of a similar centre the previous year in the Rosemount district, which was also open last winter. In each case the premises used are schools under the Protestant School Commission, which receives—not a rental, but compensation for light and heat, while extra janitor service required is paid for. It is noteworthy that leadership has been discovered and developed in the groups using these centres. Expenses have been placed on the basis of assessing the various classes rather than the individuals, so that employed and unemployed mingle. These Community Centres have been conducted under the auspices of the Montreal Parks and Playgrounds Association, an agency in the Council of Social Agencies.

## NEW BRUNSWICK.

New Brunswick in 1931 had in operation nine Vocational and Composite High Schools maintaining day classes. These centres also maintained evening classes, and the city of Moncton, which does not maintain day classes, had organized evening classes.

There were enrolled in the evening classes in that year, which was the last year New Brunswick received the full grant under the Dominion Act of 1919, 2,556 pupils, at least 90% of whom were adults. In 1932 the provincial government had to cut the assistance to Vocational and Composite Schools by 50%. The municipalities were compelled to pass part of this on to the students in the way of registration fees. Unable to pay the fees, so many students were compelled to drop out that at the close of the school year in 1933 there were only three centres operating night schools, with a total enrolment of 812.

Two day schools, one at McAdam and the other at Milltown, had to close down completely, and the school at Newcastle was partially closed. At Emundston, where a special class had been organized for young men working in the Fraser Mills, with a home economics department for the girls, it was necessary to close. The Carleton County

Vocational School, giving instruction in agriculture, home economics and commercial work, was gravely harassed financially and the outcome of its troubles was dubious. No new work was undertaken anywhere in the province during the past two years.

#### NOVA SCOTIA.

Nova Scotia is still receiving grants in aid of Technical Education from the Dominion Government under the Act of 1919, because its pro rata subsidies had not been drawn previously to 1929 but has never built or maintained any vocational high schools under the provisions of that Act. Of late in various quarters there has been a strong demand for this type of school for her towns and cities, and it appears likely that there will be no great delay in meeting this demand "when the present depression is over."

With no day-time classes, except at the Provincial Technical College—which has had record enrolments of students preparing for the B.Sc. degree in engineering—and at the College of Art, the main effort of the Technical Education Branch of the Department of Education has been concentrated on evening technical schools of two kinds: (1) Coal Mining and Engineering Schools and (2) Evening Technical Schools. The Mining Schools show some falling off in attendance during the depression with the number of classes unchanged. The Technical Schools have experienced a reduction in the number of classes and a considerable drop in attendance, as the 1932 attendance figures (1816), themselves lower than those of previous years, are much higher than those for 1933 (1555). Correspondence courses, in academic as well as technical subjects, are still carried on by the Technical Education Branch.

#### PRINCE EDWARD ISLAND.

Prince Edward Island has had classes in agricultural and commercial subjects, but has not yet gone in for technical education.

#### SUMMARY.

To sum up: it is evident from the above statements that the cause of technical and vocational education has suffered severely in Canada during the depression. In all parts of the Dominion the evening programmes—hitherto a most worthy contribution and stimulus to efforts leading to self-improvement on the part of Canada's younger citizens—were reported to have been curtailed, in some cases most severely. The facts cannot be viewed without some alarm and anxiety.

The work of the volunteer instructors in the provinces of British Columbia and Alberta, and in the city of Montreal, is the brightest part of a somewhat gloomy picture. But—and the question may be asked without minimizing the difficult task of financing essential services in these days—should not such services be a matter of public responsibility? What is the alternative, especially if even the volunteer efforts should die? A public official writes:

"Classes should be organized at once to take care of the boys who have graduated from the Academic High Schools or who dropped out before graduating. These boys are to be found loitering on the street corners in all our towns and cities. In normal times they

would find work, but that today is impossible in many cases. They are forming into groups and gangs and becoming a problem that will grow with the years as habits of idleness are fast being formed."

There are some problems which are best tackled at their source. Does not the present situation as regards vocational education in Canada indicate that action is required now, or in the immediate future, both to preserve a system which took years of effort to establish, and (which is much more important) to develop along sound lines the manhood and womanhood of those who, in the not distant future, will share the responsibilities and the privileges of building up the Canadian nation?

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## EMERGENCY EDUCATION IN NEW YORK STATE.

(Summarized from an official statement supplied by the Vocational and Extension Education Division of the University of New York, State Education Department.)

New York State's Emergency Educational Programme during the past year or more has contained many features of interest. It has had two main purposes: (1) to provide "made work" employment for men and women with excellent training and experience who are in urgent need of financial assistance; and (2) to provide additional educational opportunities for thousands of unemployed young people, homemakers and others.

The programme has been financed since December 1, 1933 by funds allocated to the State Education Department by the Civil Works Administration of New York State. After an experimental period in New York City it was made state-wide. Adult education, recreational and leisure time activities are now the three main types of work carried on. During the winter of 1933-4 the estimated cost was \$350,000 a month, and 3,600 persons were employed on "made work" projects, the majority as teachers.

Unemployed teachers, civil, mechanical, electrical, chemical and structural engineers, artists, designers, musicians, nurses, accountants, graduates of liberal arts colleges, business executives, dietitians, home economics teachers, architects, and skilled industrial and commercial workers—many of them college graduates—were selected as teachers. Graduates in physical education, former Y.M.C.A. instructors, business and professional men, college graduates and others experienced in sports and games were selected as recreational leaders.

The rates of pay after December 1, 1933 were \$27.50 a week for full-time service in New York City and \$25 in other communities.

The programme was developed and conducted by the State Education Department working in co-operation with local public school agencies, State Teachers' Colleges, the College of Forestry at Syracuse University, the College of the City of New York and Alfred University. The work was maintained by public agencies, as it involved the expenditure of public funds, but many private and semi-public agencies permitted the use of rooms and equipment for the emergency classes. Supervision was in part by the State Education Department and in part by the local school authorities.

Educational courses given for adults have included many branches of Art, Agriculture, Commercial Classes, a Counselling Service, Industrial and Technical Courses (practical), General Courses, Homemaking Courses, Technical Courses (theoretical) and Immigrant Education.



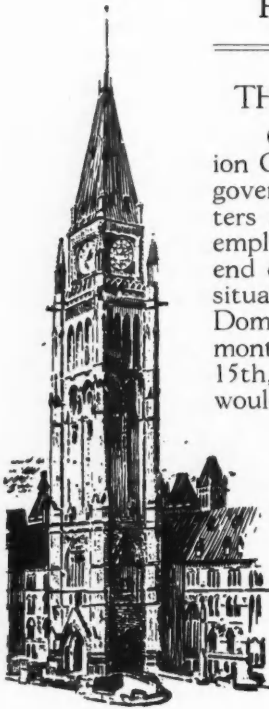
Over 27,000 young people and adults enrolled for the emergency adult courses, nearly 2,000 registered in emergency college courses and some 37,000 took part in the recreation programme, giving a total of 65,286 persons reached each week in the three types of programmes. Ages ranged from 18 to 60.

Emergency college centres were organized last winter to provide educational opportunities for the large number of high school graduates unable to attend college on account of financial conditions, or unable to find employment. There are in New York State several thousand high school graduates between the ages of 18 and 22 who are neither at work nor in school. Many of these young people have been idle for two or three years. The object of the courses was to prevent further deterioration and to keep alive the desire to study.

These centres were organized not to compete with the regular colleges of the State. No announcement was made of them until the colleges had completed their registrations. There are fifteen of them, at Albany, Buffalo, Rochester, White Plains, etc., and all are staffed by teachers, librarians, registrars, clerks and stenographers employed on a "made work" basis.

The recreational and leisure time activities programme—with 1,800 men and women leaders last summer, also on a "made work" basis—was likewise arranged so as to be non-competitive with regular activities in that field. In a few cases projects included building additional tennis courts, baseball diamonds and playgrounds. In the main, however, the programme was confined to physical activities, musical activities, dramatics, fine arts and hobby and club activities including gardening. During the winter about 1,500 persons have been employed as recreation leaders in winter sports projects and indoor recreational activities.

## PUBLIC WELFARE SERVICES



### THE NEW FEDERAL RELIEF POLICY

On July 30th and 31st, on invitation of the Dominion Government, representatives of the nine provincial governments met in conference with the federal ministers at Ottawa, to discuss further federal aid in unemployment relief. It will be recalled that from the end of the last fiscal year (March 31, 1934) the whole situation had been uncertain and unsatisfactory, in that Dominion aid had been assured only on a "month to month" basis, with intimation to the provinces on July 15th, that this aid for the month ending August 15th, would be on a basis of a 25% instead of a 33⅓% contribution, as hitherto. The resultant situation, for the first quarter of the year, had been to throw public and private agencies and the unemployed themselves into recurrent confusion and insecurity, with the overshadowing fear that, since the business "pickup" of recent months had been maintained, federal relief might suddenly cease. In view of representations reaching the office from different agencies and centres, the Board of Governors of the Council met on July 23rd and prepared a careful summary of the whole situation, which was issued on July 30th, in the following form :—

#### "THE RELIEF SITUATION.

The greater part of the July meeting of the Board of Governors was devoted to a lengthy discussion of the relief situation which reports reaching the Board from different centres and agencies revealed to be both "serious and pitiable" in various parts of the country and bound to become more critical as the opening of schools and the cold of autumn will increase the need of hundreds of thousands of families and children throughout the country.

#### "RELIEF LOAD STILL OVER A MILLION.

In spite of a definite improvement in conditions, maintained now for several months, the Council's review indicated that on June 30th, there were still over 1,100,000 persons on relief in Canada at a monthly cost of more than \$5,500,000.00. Of these, at least 250,000 to 300,000 would be heads of families. While this is a definite and marked decrease from the peak figures of the winter, it is still only from 10% to 12% less than the relief load at this time last year. What is not realized, it was felt by the Council group, is that this load of 1,100,000 dependent persons now in need of relief is approximately the same load with which Canada was facing last winter on November 1st, 1933, when there were 1,180,000 persons receiving such aid.

#### "DEFERRED POLICY DISINTEGRATING.

The advanced public works programme will temporarily alleviate only a small portion of the total burden and so will not remove this intense pressure of relief need. Consequently, the opinion of the Board was that a week to week policy in federal relief can only continue to have a disintegrating effect on the whole situation. The Council's Governors were concerned not so much with the exact degree of continued federal relief aid, as with the urgency of early definite indication of what policy will be in the remaining months of the year.

The welfare services reveal that tens of thousands of families, formerly self-sustaining, are now facing their fourth winter of continuous or partial unemployment. On their patience and courage have peace, order, and good government in Canada rested in these years. Their co-operation with the thousands of welfare workers administering relief throughout the country has been little short of magnificent on the whole, the Council avers. But, now with employment available for but a small percentage of the whole, nerves and morale are breaking everywhere, and this is undoubtedly aggravated seriously by a policy in relief which raises every week for the unemployed and the officials alike, continuous grave uncertainty as to whether any aid and what amount will be forthcoming in the next month.

Any uncomprehending treatment of fundamental human needs can only result in serious disintegration of the whole morale of the country's social services and of the large proportion of its people, who are dependent upon social aid through no fault of their own.

#### "CALLS FOR ENERGETIC FEDERAL POLICY.

The Board of Governors expressed its belief that there is grave need for the federal government giving energetic leadership in an urgent and serious situation; in taking steps at once to ascertain the true condition of relief needs in different parts of the country; and then, in stating definitely the minimum degree of financial participation which it will assume in various areas, varying with the need and the specific conditions under which it will support local or provincial effort. It was further felt that with such a definite declaration of the conditions and degree of participation which the federal power is prepared to assume, it should also give assurance of its continued participation in each case, until the relief incidence sinks again to what would be defined as a normal condition.

Different members of the Board were of the opinion that relief conditions generally are drifting to a very grave crisis, and that there are few officials or agencies close to the situation who do not view with alarm and misgiving the possible results on national well being and individual character of accumulating problems beyond their treatment or control, if uncertainty continues indefinitely."

Thus the Board of Governors were chiefly concerned in seeing the uncertainty of the prevailing conditions terminated, and in having the whole problem of unemployment and relief to the unemployed tackled on a broad national front with intensive individual treatment in the individual community. This could be achieved by one of two approaches

—strong federal action to bring about better relief administration through the establishment of specific conditions of federal financial participation in any provincial and municipal relief outlays, or through throwing responsibility directly back upon the provincial unit, with which constitutionally, relief obligations rest.

The former approach has been overwhelmingly favoured by practically all groups close to the situation in recent years. Since the comprehensive treatment of the causes of unemployment, and the better mobilization and stabilization of employment itself, must ultimately be attacked along national lines, in Canada, as in Britain, and most other European countries, fully effective integration of the whole problem of employment, unemployment, relief, and social insurance cannot but rest eventually upon a policy of national conception, and scope, regardless of what units may function in the administration of various phases of responsibilities in the whole plan.

At this time, however, and with the major point of consideration, that, only of federal participation in financial aid to unemployment relief, the Dominion Government chose the first alternative, of throwing responsibility directly upon the nine provinces. The official statement, given to the press, on August 1, 1934, as outlining the new federal policy states : (See Labour Gazette, August 1934, p. 743).

#### "FEDERAL PARTICIPATION.

"Commencing August 1 and up to and including March 31, 1935, on which date the Relief Act of 1934 expires, the Dominion Government will give grants-in-aid, payable in monthly instalments, to the several provinces to assist them to discharge their constitutional responsibilities for the relief of necessitous unemployed persons within their areas.

"The amount of such grants will be arranged between the Dominion and each province, and will give recognition on the one hand to the conditions still prevailing in the various parts of Canada as regards unemployment and the ability of the provinces to meet these conditions; and on the other hand to the urgent necessity of bringing about a reduction in public expenditures for direct relief as rapidly as possible, both by the close scrutiny of relief administration on the part of local and provincial authorities, and as a result of the generally improving economic conditions throughout the Dominion.

"In addition the Government undertakes :

(1) To continue its present provision for single homeless unemployed men in need of relief in federally operated camps up to the authorized maximum of 28,173 men until March 31, 1935.

(2) To maintain the agreements under the Relief Act, 1933, that have been entered into with the several provinces respecting the Trans-Canada Highway.

(3) To carry out existing agreements in respect of the settlement of persons in need of relief upon the land.

(4) To continue the existing agreements in respect of farm placements.

(5) To take into consideration the extraordinary circumstances that may require special financial assistance to provincial govern-

ments in connection with the movement of livestock and fodder and the provision of seed grain in distressed areas.

(6) That the program for the construction of public works initiated by the Dominion Government will not be affected by the provision of the grants in aid of provincial expenditure for relief purposes contemplated.

(7) That the question of Dominion co-operation in public works undertaken by Provincial Governments for the relief of unemployment will be examined by the governments directly concerned in each case."

"The various provincial representatives went into immediate conference with the Cabinet Committee, on the adjustment of the pro-rated quotas of federal aid for the remaining eight months of the fiscal year. As since reported in the daily press, these quotas were agreed upon, to a total of \$15,000,000.00 federal aid, for this period, or roughly at the rate of \$23,000,000.00 per annum. (It will be noted that federal participation in the fiscal year ending March 31, 1934, as contained in the Report of the Dominion Relief Commissioner totalled \$25,577,366.35)

"The press summaries, above referred to, indicated federal grants-in-aid on the basis of, possibly:

Alberta.....	\$100,000	per month—\$	800,000.00
British Columbia.....	150,000	" "	— 1,200,000.00
Manitoba.....	135,000	" "	— 1,080,000.00
Ontario.....	750,000	" "	— 6,000,000.00
Quebec.....	500,000	" "	— 4,000,000.00
	to		to
	600,000	" "	— 4,800,000.00
Saskatchewan.....	200,000	" "	— 1,600,000.00
Maritime Provinces jointly ...	75,000	" "	— 450,000.00"
			C. W.

## A NEW PUBLIC WELFARE OFFICIAL

### DR. CASSIDY TO BRITISH COLUMBIA

Wide interest attaches to the appointment of Dr. H. M. Cassidy, of the Department of Social Science of the University of Toronto, as Director of Social Welfare for the province of British Columbia. Dr. Cassidy returns to his native province, being a graduate in Arts of the University of British Columbia. Dr. Cassidy then turned to post graduate work in the United States, specializing particularly in industrial research and statistics in Washington, whence he returned to Canada, some eight years ago, to join the staff of the University of Toronto.

Since that time, Dr. Cassidy has been assistant to Dr. Urwick, as Director of the Department of Social Science, but has been singularly active in a wide range of industrial and social studies, from those associated with the economics of nursing education, as part of the Weir study of this subject, to his book (1932) on Unemployment Relief in Ontario, the only study of its scope yet published in Canada.

Dr. Cassidy brings youth, energy, intelligence, preparation, and initiative to the magnificent opportunity now accorded him, of co-ordinating the public welfare services of Canada's great Pacific province. Good wishes will go out to him from a singularly wide range of interested associates across Canada.



## MISS NELL WARK TAKES ONTARIO POST

A Canadian Press dispatch on September the tenth, carried the announcement of the Honourable David Croll, Minister of Public Welfare for Ontario, of the appointment to a post of senior executive assistant in the Department of Public Welfare, of Miss Nell Wark, presently supervisor of case work within the Hamilton (Ontario) Municipal Department of Public Welfare. Miss Wark's post will approximate that of an assistant deputy minister, with primary responsibility for women's work, especially the welfare of unemployed women.

Miss Wark is well known among the social workers of Canada. She was educated in Carman, Manitoba, high school and Brandon, Manitoba, normal school. She taught school for five years in foreign-language communities of Saskatchewan and Alberta, later taking a two-years' course in arts at Wesley College, University of Manitoba. She graduated in sociology at the University of Chicago, returning to Winnipeg to join the social service commission and later the Manitoba government staff as a visitor for the Mothers' Allowance commission. In 1926 she went to Windsor, Ontario, to take charge of municipal social service work. In 1930 she resigned to attend the School of Economics, London, England, spending two months in Vienna the following year studying social conditions.

In September, 1931, she entered the School of International Relations under Professor Alfred Zimmer, at Geneva, Switzerland, returning to Canada in November of 1931 to organize social work for the city of St. Catharines. She joined the staff of the Hamilton department of public welfare in July, 1933.

Miss Wark, in addition to this wide training and experience, brings an easy play of mind and happy judgment to a particularly difficult type of work, and social workers generally will approve the appointment, with confident anticipation of acceptable leadership and successful administration from "Nell Wark."

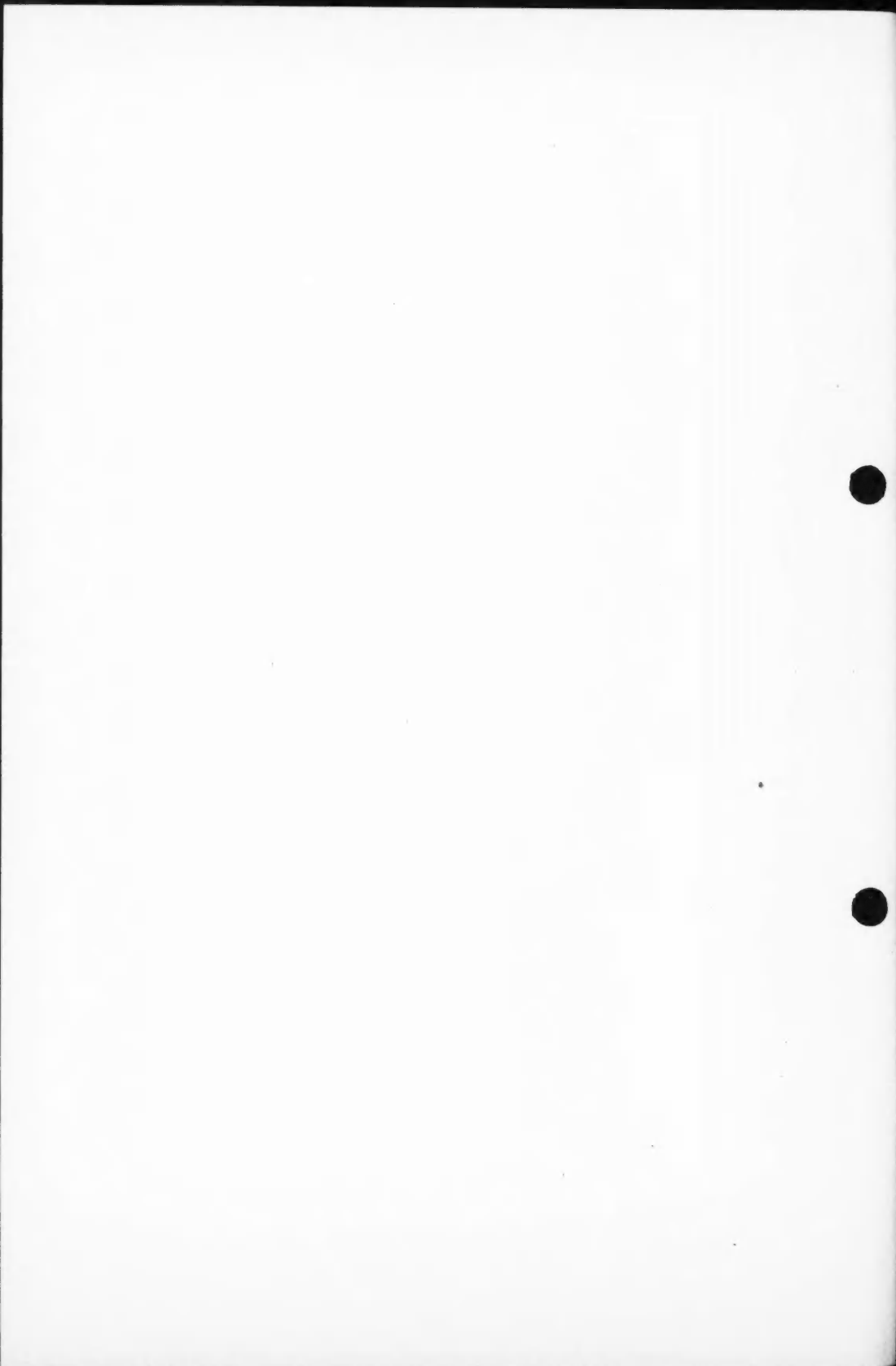
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## CHILD PROTECTION IN ONTARIO

Social workers, everywhere, will be delighted to learn that Mr. B. W. Heise, president of the Canadian Association of Social Workers, has been confirmed in his appointment as Director of Children's Aid Societies, by the new government in Ontario. Mr. Heise was appointed to this position in April 1934, by the Hon. W. G. Martin, then Minister of Public Welfare for the Province.

Mr. Heise is a graduate in Arts of the University of Toronto, and also a graduate of the Department of Social Science. During and following his course, he was associated with special work in the field of boys' work, delinquency and child protection services. Leaving Toronto he joined the staff of the Buffalo Children's Aid Society, where he remained until 1930, and during which time, he was associated with all branches of the Society's work, specializing in the family division. From Buffalo he returned, to take over the directorship of the Hamilton Children's Aid Society, upon the Council's recommendation, following reorganization of the Society, after the survey made by the Council in 1929-30. After several years of successful work there, his Ontario appointment came as a logical step forward in the spring of this year.

Mr. Heise has since been visiting Societies throughout the Province, relative to thorough study, and further development of this important division of the Department's work. His association with all the fields of social work during his time in Hamilton, his energetic interest in the programme of the Canadian Association of Social Workers, and his intensive training and experience in his own specialized field give assurance of a fine contribution, not only to the cause of child protection in Ontario but throughout Canada.



(Continued from inside front cover)

- No. 55. The Non-Academic Child  
No. 56. Protection Against Diphtheria.  
No. 57. You Wanted to Know Something About the Canadian Council on Child and Family Welfare. (Published in French also). (English out of print).  
No. 57A. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 57).  
No. 58. Social Service Exchange.  
\*No. 59. Relief and the Standard Budget.  
No. 60. Helping People in Need.  
Record Form and Instructions, (designed for use in the present unemployment situation).  
No. 61. Boys in Trouble.  
No. 62. "In Times Like These" (Suggestions for the organization of community welfare and relief services.  
Supplement A—The Actual Provision of Relief.  
Supplement B—The Organization of Special Services for Problems of a Particular Type.  
Supplement C—The Organization of Relief Work Programmes.  
No. 63. The Visiting Housekeeper.  
No. 64. The Central Bureau in the Catholic Welfare Programme.  
No. 65. The Day Nursery in the Programme of Child Care.  
No. 66. Sample Food Budgets and reprints of the Section on Menus and Budgets.  
No. 67. Fair Time for the Nurse.  
No. 68. Posture, Body mechanics.  
No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).

Reprints

- (1) Some Considerations re Health Insurance.
- (2) Some Considerations re Unemployment Insurance.
- (3) Administration of Clothing Relief.
- (4) Activities of the Department of Public Welfare, Toronto.
- (5) Child Protection in England and Wales.
- (6) The Essentials of a Relief Programme for Canada.

L.T.A. Publ'ns No. 1-12. Recreation Bulletins dealing with various phases of recreation are available on request  
L. T. A. Publ'n. No. 13. Community Gardens.

Charts—(Wall Size)—

- No. 1. 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).  
Nos. 9, 12, 16. Is your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).  
No. 17A-B-C. Does Your City Lose Its Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year comparison, 1926-30), 1932.  
Nos. 2, 3, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1929).  
\*No. 4. Illiteracy Breeds Illiteracy, 1921 Census.  
No. 5. Child Placing is Child Saving.  
No. 6. The Vicious Treadmill (Illiteracy in Cities—1921 Census).

\*No. 13. A Blot on the Map of Canada. (English and French)

- Posters (at cost)—No. 1. "The Gay Adventurers." No. 4. "Baby's Stomach is Very Small."  
No. 2. "The Protection of the Child." No. 5. "Have You a Clean Bill of Health."  
No. 3. "Every Canadian's Heritage." No. 6. "The Porridge Party."  
No. 7. "The Sun Baby."

Pre-Natal Letters—(In English and French). A series of nine letters giving pre-natal help and advice. (Free).

Post-Natal Letters—(In English and French)—A series of seventeen letters giving post-natal help and advice (Free).

Pre-School Letters—(In English)—Five series of 17 letters, covering the years from one to six in the child's life. Child Welfare Problems in Habit Formation and Training—(A series of six pamphlets). (Free).

Patterns—Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Folders—Series 1, 2, 3, 4, 5—dealing with the child's diet from birth to school age. (At cost).

Health Record Forms—For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms—(1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually—Proceedings and Papers of the Annual Meeting and Conference.

Official Organ—"Child and Family Welfare," issued bi-monthly.

# Canadian Council on Child and Family Welfare

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers,  
convened by the Child Welfare Division, Federal Department of Health,  
COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

## OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

## METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

## MEMBERSHIP.

The membership shall be of two groups, organization and individual.

(1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

## FEES.

1. National Organizations..... Annual Fee, \$5.00—Representatives: 2.
  2. Provincial Organizations..... Annual Fee, \$3.00—Representatives: 1.
  3. Municipal Organizations..... Annual Fee, \$2.00—Representatives: 1.
  4. Individual Members..... Annual Fee, \$1.00—Representatives: 1.
- In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

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